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Thesis

PERSONNEL PROBLEMS OF THE SUPERINTENDENT OF SCHOOLS
WITH SPECIAL REFERENCE TO CONNECTICUT

Submitted by

Calvin Eugene Wilcox

B. S. in Ed., Boston University, 1930

In partial fulfillment of requirements for the
degree of Master of Education

1932

First Reader: Jesse B. Davis, Professor of Education
Second Reader: Edward J. Eaton, Professor of Education

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FOREWORD

In the preparation of this thesis, the suggestions made by Dr. Jesse B. Davis and the members of his seminar group who met at Springfield, during the fall term 1931-1932, have been extremely helpful.

Other instructors and students in the Connecticut Valley Division have offered stimulation and suggestion. Work done in courses taught by Professor Blair have offered a splendid background for the work.

The assistance of Roger M. Thompson, Supervisor of Research and Survey, of the Connecticut State Board of Education is much appreciated.

The Superintendents of Connecticut also gave generously of their time and returned a large percentage of questionnaires carefully filled out.

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OUTLINE OF THE STUDY

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In Connecticut, the Superintendent of Schools is a central figure in the school system. One of his first and most important duties is to coordinate the efforts of the community social agencies with those of the school staff for the end that society may be assured of the efficient operation of formal education. It is this phase of his work that the writer is investigating.

An attempt will be made to formulate specific suggestions for guiding the Superintendent in establishing the relationships with his community which shall bring the greatest benefits to his community.

To accomplish this end, three studies have been undertaken. First, the history of the Superintendent in Connecticut and the ideas affecting his present status have been examined. Then

Walter Dill Killam, *Principles of Educational Sociology*, p. 131.
Have Relationship to Education, Hartford, Conn., Sep. 1913 and Oct. 1913.
December, Vol. 5, 1911, State Board of Education, Hartford, Conn.
1912, Sep. 1913.
1913, Sep. 1913.
1914, Sep. 1913.

Chapter XII - Checking the Contents of Records Against
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How Check was Made

A Letter to Superintendent

How Questionnaire was Prepared

Results of the Questionnaire

A Typical Average Superintendent's Re-
sponse to These Aspects

Tables Showing Character of Responses

Chapter XIV - Results of Questionnaire and Summary

INTRODUCTION

Public education in modern society is a great cooperative enterprise in which the community¹ not only passes on the social inheritance, through informal educational channels, but also assumes guardianship of formal education by establishing and supporting schools. In Connecticut, the people entrust the task of formal education to Boards of Education.² These Boards of Education employ an educational expert,³ the Superintendent of Schools,⁴ who in turn coordinates⁵ the personnel of the school staff to the end that formal education shall go forward in an organized fashion.

In Connecticut, the Superintendent of Schools is a central figure in the school system. One of his functions is to harmonize the efforts of the community social agencies with those of the school staff to the end that society may be assured of the efficient operation of formal education. It is this phase of his work that the writer is investigating.

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First, the history of the Superintendent in Connecticut and the laws effecting his present status have been examined. This *l.c.*

¹Walter Robinson Smith, Principles of Educational Sociology, p.181.
²Laws Relating to Education, Hartford, Conn., Sec. 263 and Chap.8 Document, No. 2, 1931, State Board of Education, Hartford, Conn.
³Ibid., Sec. 163.
⁴Ibid., Sec. 111.
⁵Ibid., Sec. 111.

INTRODUCTION

Public education in modern society is a great cooperative enterprise in which the community not only passes on the social inheritance, through informal education and channels, but also assumes responsibility of formal education by establishing and supporting schools. In Connecticut, the people support the lack of formal education to Boards of Education. These Boards of Education enjoy an educational expert, the Superintendent of Schools, who in turn coordinates the personnel of the school staff to the end that formal education shall be forward in an organized fashion.

In Connecticut, the Superintendent of Schools is a central figure in the school system. One of his functions is to harmonize the efforts of the community, social agencies with those of the school staff to the end that society may be assured of the efficient operation of formal education. It is this phase of his work that the writer is investigating.

An attempt will be made to formulate specific procedures for guiding the Superintendent in establishing the relationship with his coworkers which shall bring the greatest benefit to his community.

To accomplish this end, three studies have been undertaken. First, the history of the Superintendent in Connecticut and the laws affecting his present status have been examined. This

Charles William Smith, Principles of Educational Sociology, 1917.
Laws Relating to Education, Hartford, Conn., 1926 and 1928.
Connecticut, No. 2, 1921, State Board of Education, Hartford, Conn.
Ibid., No. 125.
Ibid., No. 111.
Ibid., No. 111.
Ibid., No. 111.

study has given a proper background for understanding his present status in Connecticut.

Second, opinions of experts in the field of administration have been consulted to determine their recommendations. These opinions are very largely unsupported by research and required validating in the local situation.

Third, since the Superintendents in Connecticut have educational and professional standings higher⁶ than that of the nation as a whole, a consensus of their opinions should form a valid criteria for checking the opinion of experts, a questionnaire covering some important phases of personnel relationships was prepared and sent out to the Superintendents and Supervising Agents in Connecticut. Their answers have been checked against the opinions of experts and conclusions drawn therefrom.

⁶ Joseph Ellsworth Poole, 1927, State Board of Education, Hartford, Connecticut, pp. 58-60.

study has given a greater background for understanding his present status in Connecticut.

Second, opinions of experts in the field of administration have been consulted to determine their recommendations. These opinions are very largely uncorroborated by research and statistical material in the local situation.

Third, since the Superintendent in Connecticut has administrative and professional standing in the State of the nation as a whole, a consensus of their opinions should form a valid basis for checking the opinion of experts, a question being covering as a last resort of personal relation.

After the report has been sent out to the Superintendent and Superintendent Agents in Connecticut. Their answers have been checked against the opinion of experts and compared with their findings.

Joseph William Fols, 1927, State Board of Education,
Hartford, Connecticut, pp. 28-30.

PERSONNEL PROBLEMS OF THE SCHOOL SUPERINTENDENT

CHAPTER I

The History of the Superintendent of Schools in Connecticut

The office of Superintendent of Schools had its beginning in the first schools of Connecticut. These schools were the fruits of Protestant Revolt in Europe¹ and were children of the Church?² As typical of what happened in the towns which later formed Connecticut, the action taken by the General Court at New Haven is selected. Only a little over three years after the arrival of the settlers of New Haven, the General Court of the colony on Christmas Day, 1641, voted that³ "for the better trayning upp of youth in this towne, that through God's blessing, they may be fitted for publique service hereafter, either in church or commonweale;⁴" "thatt a free school be set up in this towne and our pastor, Mr. Davenporte, together with the magistrates, shall consider whatt yearly allowance is meet to be given to itt out of the common stock of that towne, and also what rules and orders are meet to be observed in and about the same.⁵" Here, we have the pastor, an employee of the people, conferring with representatives of the people relative to school policies. This places him somewhat in the capacity of Superintendent of Schools.

¹Mrs. Helen Martin Walker, Development of State Support and Control of Education in Connecticut, State Board of Education, Connecticut Bulletin, 4, Series 1925-26, pp. 8-9.

²Bernard C. Steiner, The History of Education in Connecticut, Bureau of Education Circular of Education No. 2, 1893, Government Printing Office, Washington, D. C., p. 15.

³Ibid., pp. 15-16.

⁴Ibid., p. 16.

⁵Ibid., p. 16.

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The Connecticut code of 1650⁶ introduced supervision by civic officers and named the "Selectmen of every Towne" as the custodians of public education. In 1690⁷, the grand jury were made jointly responsible with the selectmen for insuring education. These people visited schools and homes to see that laws were obeyed.

In the latter part of the sixteenth century, the towns and parishes appointed school committees to administer the schools.⁸ In 1702⁹, these committees were recognized, but were not required by the State to act as alternate agents with the selectmen in school administration.

In 1750,¹⁰ the state definitely required the appointment of school committees, and differentiated for the first time the functions of Administration and Supervision. The committees¹¹ were assigned the administration of school lands and funds, and the school visitors were to inspect and supervise schools, approve school matters, and investigate expenditure of public money for school purposes.

⁶Bernard C. Steiner, op. cit., p. 17.

⁷Public Records of the Colony of Connecticut, Vol. IV, 1689-1706, p. 30.

⁸Mrs. Helen Martin Walker, op. cit., p. 16.

⁹Public Records of the Colony of Connecticut, Vol. IV, 1689-1706, p. 375.

¹⁰Public Records of the Colony of Connecticut, Vol. V, 1706-1716, p. 462.

¹¹Mrs. Helen Martin Walker, loc. cit.

The Connecticut code of 1853 introduced supervision by
civil officers and named the "selectmen of every town" as
the custodians of public education. In 1893 the grant jury
were made jointly responsible with the selectmen for insuring
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that laws were obeyed.

In the latter part of the sixteenth century, the towns
and sometimes appointed school committees to administer the
schools. In 1703, these committees were recognized, but were
not reported by the State to act as administrative agents with the
selectmen in school administration.

In 1780, the State definitely reported the establishment

of school committees, and still maintained for the first time

the functions of all inspection and supervision. The committees

were assigned the administration of school lands and funds,

and the school visitors were to inspect and supervise schools,

approve school matters, and investigate expenditures of pub-

lic money for school purposes.

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6. Bernard C. Steiner, op. cit., p. 17.
7. Public Records of the Colony of Connecticut, Vol. IV, 1688-
1703, p. 83.
8. Mrs. Helen Martin Walker, op. cit., p. 18.
9. Public Records of the Colony of Connecticut, Vol. IV, 1688-
1703, p. 83.
10. Public Records of the Colony of Connecticut, Vol. V,
1703-1709, p. 48.
11. Mrs. Helen Martin Walker, loc. cit.

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In 1795,¹² school societies by law displaced town and ecclesiastical societies and, in acts of 1798 and 1799, the school societies were given complete control of school funds together with the administration of all school affairs.¹³ At this time, school visitors changed from elected officials to appointees of the school committees of the school societies.¹⁴ This paved the way for the school expert.

In 1844,¹⁵ Governor Baldwin, recognizing the need for improvement in the schools of the state, recommended to the legislature that an acting school visitor should be appointed from each local school board.

Already, in 1839,¹⁶ upon recommendation of Dr. Barnard,¹⁷ the state permitted the school visitors to appoint two persons to serve as a committee to perform certain duties of the visitors, as the examining of teachers and the supervision of schools. For this, there was a fee of, at least, one dollar per day of actual service. Thus, school supervision was established as a separate function and worthy of pay.¹⁸

When, in 1855,¹⁹ the towns gained the power to organize into school societies and elect boards of education to manage their schools, these boards were permitted to employ a Sup-

¹²Mrs. Helen Martin Walker, loc. cit.

¹³Ibid., p. 27.

¹⁴Ibid., p. 28.

¹⁵Ibid., p. 28.

¹⁶Bernard C. Steiner, op. cit., p. 41.

¹⁷Public Acts of the State of Connecticut, 1839, Chap. 50, Sec. 1-26.

¹⁸Bernard C. Steiner, loc. cit.

¹⁹Helen Martin Walker, op. cit., p. 37.

In 1785, school societies by law displaced town and school
 local societies and, in 1798 and 1799, the school
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In 1842, Governor Gilman, recognizing the need for im-
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Already, in 1832, upon recommendation of Dr. Barnard, the
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 For this, there was a fee of, at least, one dollar per day of
 actual service. Thus, school inspection was established as a
 separate function and worthy of pay.¹⁵

When, in 1850, the towns gained the power to organize
 into school societies and select boards of education to manage
 their schools, these boards were permitted to employ a suc-

¹³ Mrs. Helen Martin Walker, loc. cit.
¹⁴ Ibid., p. 27.
¹⁵ Ibid., p. 28.
¹⁶ Ibid., p. 29.
¹⁷ Ibid., p. 30.
¹⁸ Ibid., p. 31.
¹⁹ Public Acts of the State of Connecticut, 1832, Chap. 20, Sec. 1-3.
²⁰ Ibid., p. 31.
²¹ Ibid., p. 32.

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erintendent of Schools who should examine teachers and visit schools.

Following this permissive law, each town in Connecticut, with the exception of two and a part of another, availed itself of some form of professional supervision. In 1931,²⁰ the legislature passed a law²¹ requiring the board of education of each town to provide for supervision of the schools under its control by either a Superintendent or Supervising Agent.

²⁰Public Acts of the State of Connecticut, 1855. Chap. 50. Sec. 1-26.
Directory of Connecticut Public School Officials, Connecticut School Document, No. 1, 1931, State Board of Education, Hartford, Conn.
²¹Public Acts of the State of Connecticut, 1931, Chap. 46, Sec. 124a.

management of schools was placed entirely in the hands of the

schools.

Following this legislative law, each town in Connecticut,

with the exception of two and a part of another, availed itself

of some form of professional supervision. In 1831, the legis-

lature passed a law²¹ requiring the board of education of each

town to provide for supervision of the schools under its con-

trol by either a Superintendent or Consulting Agent.

Public Acts of the State of Connecticut, 1831, Chap. 50, Sec. 1-28.
Directory of Connecticut Public School Officials, Connecticut
School Board, Vol. I, 1831, State Board of Education, Hartford, Conn.
Public Acts of the State of Connecticut, 1831, Chap. 46, Sec. 1-28.

CHAPTER II

The Relationship between the Board of Education and
the Superintendent

As a preface to the discussion of the personnel relationship between the Superintendent and the Board of Education, Charts I and II are inserted. (See pages 15 and 16.) In these charts are entered opinions from the administrative experts, Cubberley and Anderson together with statements from the Connecticut laws, which set forth the functions of the Board of Education and of the Superintendent of Schools respectively.

From a study of the charts I and II, and from the perusal of the works of others,¹ who have studied the relationship existing between the Superintendent and the Board, it is clear that full responsibility for the conduct of local school affairs is vested in the Board of Education. Only as competent superintendents have demonstrated their ability have the boards apprehensively and slowly relinquished even administrative control.² It is generally conceded to day that the function of the Board of Education is legislative while that of the Superintendent is executive.³

The Superintendent is generally an ex officio member of the Board of Education with full power to advise⁴ and discuss but without a vote. He may initiate and recommend,

¹Fred Engelhardt, Public School Organization and Administration, p. 85.

²Ibid., p. 84.

³Ibid., p. 87-89.

⁴Ibid., p. 85.

CHAPTER II
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discuss but without a vote. He may initiate and recommend,

Fred Engelhardt, Public School Organization and Adminis-
tration, p. 85.
Ibid., p. 84.
Ibid., p. 87-88.
Ibid., p. 85.

and, in some matters, he alone can initiate, but legislative action rests with the Board.⁵ Even, where he is given by law veto power⁶ and jurisdiction outside of the range of the authority of the Board, the privileges so given are of minor importance, and have little significance in the management of the local schools.⁷

With this understanding of the relationship between the Board and the Superintendent, how is the Superintendent to conduct himself? What the Superintendent of Schools does depends not so much upon his knowledge of the accepted functions of the Superintendent and Board, important as this knowledge is, as upon the recognition of the social functions of his office. A Superintendent with a well rounded philosophy of life will find few precedents upon which to base his educational philosophy.⁸

This philosophy, he should not thrust upon his board. He should not feel that his function is to wheedle and cajole the board into passing his suggestions.⁹ He should remember that the board members are representatives of the public mind, and that their sentiments are accurate pictures of the public thoughts.¹⁰ He should, however, keep the members of the board informed of the progress and needs of the schools.¹¹ Regular and accurate reports and suggestions, unobscured by routine details, will

⁵Oscar F. Weber, Problems in Public School Administration, p. 71-72.

⁶J. C. Morrison, The Legal Status of the Superintendent of Schools, p. 53.

⁷Fred Engelhardt, loc. cit.

⁸Oscar F. Weber, op. cit., Chap. III

⁹Ibid., p. 69.

¹⁰W. N. Anderson, A Manual for School Officers, p.25.

¹¹Oscar F. Weber, op. cit., p. 34.

and, in some matters, he alone can decide, but legislative action rests with the Board. Even, where he is given the veto power, and jurisdiction outside of the range of the authority of the Board, the officials are given no of minor importance, and have little significance in the management of the local schools.

With this understanding of the relationship between the Board and the Superintendent, now is the Superintendent to consider himself? What the Superintendent of Schools does depends not so much upon his knowledge of the accepted theory of the Superintendent and Board, important as this knowledge is, as upon the recognition of the social functions of his office. A Superintendent with a well rounded philosophy of life will find the problems even with to have his educational philosophy. This philosophy, he should not forget when he boards, he should not feel that his function is to execute and execute the Board but to execute the suggestions. He should remember that the Board consists of representatives of the public mind, and that their suggestions are necessary elements of the public mind. He should, however, keep the members of the Board informed of the progress and needs of the schools, technical and otherwise, and suggestions, unobstructed by technical details, will

Superintendent of Schools, Public Schools Administration, p. 71-72.
J. C. Bowdoin, The Social Status of the Superintendent of Schools, p. 52.
Superintendent of Schools, p. 51.
Superintendent of Schools, p. 51.
Superintendent of Schools, p. 51.
Superintendent of Schools, p. 51.
Superintendent of Schools, p. 51.

cause the board to appreciate the school situation as he appreciates it. If he applies himself to educating the board on the larger problems of policy, organization, and procedure, the board will respect his judgment. If he efficiently handles the details of his position, he will assume the role of a trusted servant.

Thus, with a board that has faith in his judgment, and confidence in his executive ability, he will busy himself, not in arguing with a board to put across educational improvements, but will have a board consulting him as an expert in education.

It sometimes happens that individual members of the board approach the Superintendent to bargain with him or to dictate with pseudo-authority. It is plain that no member of a board has any authority as an individual.¹² It is clearly the duty of the Superintendent to bring, as diplomatically as possible, before the entire board any matters brought to him by an individual member, if the matter is worthy of their consideration. Certainly, he should not treat with a member of the board, as a person having authority.

¹²W. N. Anderson, op. cit., p. 34.

cross the board to approximate the actual situation as he ap-

proximates it. If he approximates himself to abstracting the board

on the larger problems of policy, organization, and procedure,

the board will respect his judgment. If he abnormally handles

the details of his position, he will assume the role of a

trusted servant.

Thus, with a board that has faith in his judgment, and

confidence in his executive ability, he will keep himself

not in striding with a board to out across educational in-

provements, but will have a board commending him as an ex-

pert in education.

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sideration. Certainly, he should not treat with a member of

the board as a person having authority.

W. H. Anderson, Oct. 11, 1924.

CHART I
FUNCTIONS OF BOARD OF
EDUCATION

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As expressed by laws of the state
of Connecticut.

As expressed by Cubberley

As expressed by Anderson

To assume certain responsibilities
relative to educationally except-
ion children.

To hold hearings relative to school
accommodations.

To provide transportation for cer-
tain school pupils.

To decide upon certain aspects of
instruction not definitely re-
quired by law.

To enforce laws relative to employ-
ment of children.

To prescribe, furnish, and control
text books and library equipment
subject to regulations of State
Board of Education.

To provide buildings, grounds,
and equipment.

To pass upon certain matters rel-
ative to the school buildings.

To select school sites.
To consider recommendations for
expansion of the school system.

To approve or make the final decision
concerning any needed or proposed
expansion or enlargement of the ed-
ucational system.

To establish and control elementary
schools, high schools, and evening
schools.

To select school sites.
To consider and approve building plans.
To act as custodian of all school prop-
erty.

To employ only qualified teachers.
To discharge teachers.

To prevent legislation which is
against the best interests of
the schools under their control.

To discharge their legal duties rel-
ative to teacher retirement.

To enumerate and report school child-
ren.

Notes: The functions listed under each source are not necessarily complete
or mutually exclusive, but are a compilation of functions as ex-
pressed in sections dealing specifically with such.

To act as a court of final appeal for
the teachers, principals, and school
patrons in matters that the Superin-
tendent has not been able to handle
satisfactorily.

Ellwood P. Cubberley, Public School Administration, pp. 118-122.
W. N. Anderson, A Manual for School Officers, pp. 29-42.
Laws Relating to Education, Connecticut School Document, No. 2, 1931,
State Board of Education, Hartford, Connecticut.
Ibid., Sec. 21.
Ibid., Sec. 47.
Ibid. Sec. 47, 157, 48, 49, 50, 152, 153, 157, 168, 203, & 233.
Ibid., Sec. 51, 102, 308.
Ibid., Sec. 54, 70.
Ibid., Sec. 89, 101, 104, 158.
Ibid., Sec. 91, 101.
Ibid., Sec. 93, 94, 96, 97.
Ibid., Sec. 101, 103, 108, 111, 112, 114, 115.
Ibid., Sec. 105, 122, 127, 129.
Ibid., Sec. 110.

CHART II
FUNCTIONS OF SUPERINTENDENT

As expressed by laws of the
State of Connecticut.

As expressed by Anderson

As expressed by Anderson

To act as executive agent of
Board of Education.

To act as executive officer
of the School Board, and also
to be its eyes, and ears, and
brains.

To act as executive officer
of the School Board.

To nominate teachers if not em-
powered to employ same.

To direct all employees con-
nected with the school. To
investigate applicants for
positions in the schools and
to recommend or nominate
teachers for election by the
Board or teachers' committee.

To perform duties as defined by
the Board of Education.

To be supervisor of the instruct-
ion in the schools, and also the
leader, adviser, inspirer, and
friend of the teachers, and be-
tween them and the Board of Ed-
ucation to act, at times, as an
arbiter.

To have supervision of the
public schools, or district,
their organization and class-
ification.

To plan and develop with the
aid of the Principal and teach-
ers a course of study, instruct-
ion and recreation.

To make such rules and regulations
for the management of the schools
as he and the teachers may deem
necessary and proper.

To select text books, apparatus,
and educational supplies.

To investigate applicants for
positions in the schools, and
to recommend or nominate teachers
for election by the Board or
Teachers' Committee.

To be organizer and director of
the work of the schools, in all
their different phases, and to
act as a representative of the
schools and all for which the
schools stand before the people
of the community.

To keep the board informed of the
progress, needs, and conditions
of the schools; to suggest means
for improvements, and to make
such reports as board may require.
To attend board meetings.

To assign and transfer teachers
and to recommend the reelection
and dismissal of teachers.

To fix and prescribe a mode for
regular examination, to super-
vise promotion and classifica-
tion of applicants for admission
to the schools.

To see that registers and all
necessary records are properly
kept.

To hold teachers' meetings as
often as he thinks advisable.

To employ temporary sub-
stitute teachers in case
of sickness or inability
of the regular teachers.

To have general super-
vision over the jani-
tor's work.

To safeguard the interests of the
children in the schools. To con-
stantly keep in mind the larger
educational interests of the
community as a whole.

Notes: The functions listed under each source are not necessarily complete
or mutually exclusive, but are a compilation of functions as ex-
pressed in sections, dealing specifically with such.
Ellwood P. Cubberley, Public School Administration, p. 133.
W. N. Anderson, A Manual for School Officers, pp. 347-358.

Notes: Laws Relating to
Education, Conn. State
Document, No. 2, 1931.
Conn. State Board of
Education, Hartford,
Conn.
Ibid., Sec. 111.
Ibid., Sec. 110.
Ibid., Sec. 111.

to be a member of the
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CHAPTER III

Relationship between the Community and the Superintendent

In some communities, the Superintendent is regarded as a person who hands out supplies, rings bells, or performs some similar routine function.¹ Indeed, it was only when compelled by law to do so that certain towns² of Connecticut employed such an official.³ These towns seemingly thought that the teachers employed were adequately caring for their schools without the expense of a Superintendent. Every Superintendent should be constantly aware of the need for building up the office of Superintendent of Schools to the point where it will stand high in public esteem.

Every contact must so be handled as to leave the best impression possible of the School Department. He must not forget that a large percentage of his contacts with the public will be through meeting individuals, either in his office or elsewhere. Whatever the subject of conversation, it may be his chance to impress an individual with the dignity of the school system. He should be pleasant, democratic, direct, openminded, and demonstrate his willingness to serve the good of the community. In no case, should he be petty, arbitrary, impatient, unreason-

¹Oscar F. Weber, Problems in Public School Administration, p.25.

²Norfolk, Clinton, and a part of Groton.

³Connecticut School Document, No. 1, 1931, State Board of Education, Hartford, Connecticut.

Relationships between the Community and the Superintendent

In some communities, the Superintendent is regarded as a person who handles out envelopes, rings bells, or performs some similar routine function. Indeed, it was only when compelled by law to do so that certain towns of Connecticut employed such an official. These towns seemingly thought that the superintendent were adequately caring for their schools without the expense of a Superintendent. Every Superintendent should be constantly aware of the need for building up the office of Superintendent of Schools to the point where it will stand high in public esteem.

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¹ Oscar F. Weber, Problems in Public School Administration, p. 25.
 Hartford, Connecticut, and a part of Groton.
 Connecticut School Documents, No. 1, 1931, State Board of Education, Hartford, Connecticut.

able, or show personal pique toward those with whom he comes in contact.

He should never refuse an audience's request for a few well chosen words. He should be able to state in a simple, straight-forward way, not what he is doing, but what the schools, supplemented by the community, are doing and what projects they might well enter.⁴

He should remember that his function is to educate the community, not to complain concerning its shortcomings.⁵

With education broadening its scope, and including more and more, the functions of the home and the community, the need for a better appreciation of the work of the schools by its patrons is important. There is no better medium for conducting this current of appreciation than through those who are being educated. Although organized publicity will still hold a place, the more conscious effort that is expended in using the regular contacts of the school to foster better understandings between the school and people of the community, the less will be the need of publicity stunts.⁶

There are many local associations and organizations with which the school may well cooperate. The most outstanding of these associations is the Parent Teachers' Association.

⁴Ellwood P. Cubberley, Loc. cit.

⁵Ellwood P. Cubberley, loc. cit.

⁶Fred Engelhardt, Public School Organization and Administration, pp. 136 and 533.

able, or show personal opinion toward those with whom he comes in contact.

He should never refuse an audience's request for a law

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straight-forward way, not what he is doing, but what the people

represented by the community, are doing and what projects

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and more, the function of the home and the community, the

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There are many local associations and organizations

with which the school may well cooperate. The most outstanding

of these associations is the Parent Teachers' Association.

William F. Gumpert, Sec. 101.

William F. Gumpert, Sec. 101.

Read Gumpert, Public School Organization and Administration,
pp. 100 and 101.

Mason⁷ lays down the following objectives for the Parent Teachers' Association:

- I. Child welfare: To promote child welfare in home, school, church, and community.
- II. Home: To raise the standards of home life.
- III. Laws: To secure more adequate laws for the care and protection of women and children.
- IV. Cooperation: To bring into closer relation the home, and the school, that parents and teachers may cooperate intelligently in the training of the child.
- V. Public Opinion: To develop between educators and the general public such united efforts as will secure for every child the highest advantages in physical, mental, moral, and spiritual education.

By way of further explanation, Mason makes the following summary⁸ of the Parent-Teacher movement as organized by the National Congress of Parents and Teachers:

The Parent-Teacher movement, as organized by the National Congress of Parents and Teachers, is not for the purpose of providing a "woman's auxiliary to the board of education."

It is not a crusade to reform the schools.

It is not a lyceum course, offering a series of varied entertainment to the community.

It is not a federation of clubs, in which each club develops its peculiar interest according to its fancy, and unites with others for certain great objectives.

Rather, it is a great school for parents and for teachers, with one main object, to know the child.

⁷Martha Sprague Mason, Parents and Teachers, (A Survey prepared under the auspices of the National Congress of Parents and Teachers,) p. 111.

⁸Ibid., p. 133.

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Martin Sargent Mason, Parents and Teachers, (A Survey presented under the auspices of the National Congress of Parents

and Teachers), p. 111.

1918, p. 133.

It is a social experiment in cooperative education, carried on according to a single standard in home, school, and community.

It is a demonstration that not only government, but mental, moral, and physical reform must be conducted "by the people for the people", and that prevention by the parents will in time do away with the necessity for cure or correction by the state.

It is a proof that the vast, unexploited reserves of parent power, fully understood, intelligently directed, applied through the simple machinery of local interest rather than by the more complicated systems of public welfare agencies, will accomplish from within that which no external application of civic betterment has been able thus far to achieve.

It is an agency through whose means local conditions may be investigated and approved, the value of education and its tools and its skilled administrators may be made clear to the public, and the findings of experts in hygiene and child development may be brought within reach of the people who most need the scientific knowledge in their profession of parenthood.

It is a great democracy in which all points of difference, social, racial, religious, and economic, are lost to sight in the united effort to reach a common goal, the welfare of all the children of every state in the Union.

The Parent Teacher Association is now common even in the smaller communities.² It is a good institution through which the administrator may bring before the parents new and changing views of education.

Here, also, the teachers may meet the parents and exchange views pertaining to the welfare and progress of the children. This organization may furnish the only opportunity for teachers to meet parents under favorable conditions.

²Wm. Anderson, A Manual for School Officers, p. 322.

It is a social experiment in cooperative education, carried on according to a single standard in home, school, and community.

It is a demonstration that not only government, but municipal, state, and national reform must be conducted "by the people for the people" and that government by the people will in time do away with the necessity for cure or correction by the state.

It is a proof that the vast, unexploited resources of parent power, fully understood, intelligently directed, applied through the simple machinery of local interest rather than by the more complicated systems of public welfare agencies, will accomplish from within that which no external association of civic betterment has been able thus far to achieve.

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Here, also, the parents may meet the teachers and exchange views pertaining to the welfare and progress of the children. This organization may furnish the only opportunity for teachers to meet parents under favorable conditions.

Dr. Anderson, A Manual for School Officers, p. 222.

Other organizations with which the Superintendent may well cooperate are Chamber of Commerce, Scouts' Organizations, Visiting Nurse Associations, Week Day Schools of Religion, Junior Red Cross, Musical Organizations, Teachers of Music, Parochial Schools, Rotary Club, and Kiwanis Club. Some communities have other worthy organizations with which the school should cooperate. Before entering into any relationship with an outside organization, the Superintendent should carefully determine the educational value of the connection. He should have one criteria,- Will my act of cooperation increase the opportunities for child well being in my community?

in further study, the superintendent is to determine the
for higher position and more responsibility.

2. Supervision will conduct and improve the work of the
average and mediocre teachers. It will eliminate those
teachers who fail to measure up to the standards of
good teaching.

3. Supervision proceeds upon the basis of definite, well
well understood standards.

4. Supervision proceeds upon the basis of a definite and
justified program.

5. Supervision must study the needs of entering teachers
to give them the standards set out in theory and the
practical application.

6. Supervision is generally a cooperative procedure.

7. While the application of the standards and the eval-
uation of the program must be authoritative.

George William Dwyer and David W. Dwyer, New York
Editor Robinson Smith, President of National Education
p. 110.
William B. Dwyer, Supervision and the Improvement of Teaching
pp. 15-17.

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an outside organization, the Superintendent should carefully
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opportunities for child well being in my community?

CHAPTER IV

The Relationship involving Superintendent and Teachers

The function of the Superintendent is the improvement of the educational opportunities to the end that the educand may receive the greatest possible training in worthy living.¹ This procedure is commonly known as Supervision. In discussing Supervision, Burton² has laid down principles which should operate in the procedure of Supervision. Although not necessarily complete, they are expressive of the spirit which should guide supervisory activities. The principles are as follows:

1. The aim of supervision is the improvement of teaching.
2. Supervision will inspire and encourage the good teacher to further study, to experimentation, to preparation for higher positions and more responsibility.
3. Supervision will redirect and improve the work of the average and mediocre teacher. It will eliminate those teachers who fail to measure up to definite standards of good teaching.
4. Supervision proceeds upon the basis of definite, well well understood standards.
5. Supervision proceeds upon the basis of a definite organized programme.
6. Supervision must supply the means of enabling teachers to live up to the standards set and to carry out the programme outlined.
7. Supervision is essentially a cooperative procedure.
8. While the application of the standards and the realization of the programme must be authoritative,

¹George Drayton Strayer and Naomi Norsworthy, How To Teach, p.1.
²Walter Robinson Smith, Principles of Educational Sociology, p. 610.

³William H. Burton, Supervision and The Improvement of Teaching, pp. 10-12.

CHAPTER IV
The Relationship Involving Superintendent and Teachers

The function of the Superintendent is the improvement of the educational opportunities to the end that the students may receive the greatest possible training in worthy living. This procedure is commonly known as Supervision. In discussing the Supervision, Burton has laid down principles which should operate in the procedure of Supervision. Although not necessarily complete, they are expressive of the spirit which should guide supervisory activities. The principles are as follows:

1. The aim of supervision is the improvement of teaching.
2. Supervision will inspire and encourage the good teacher to further study, to experimentation, to cooperation for higher standards and more responsibility.
3. Supervision will redirect and improve the work of the average and mediocre teacher. It will eliminate those teachers who fail to measure up to definite standards of good teaching.
4. Supervision proceeds upon the basis of definite, well understood standards.
5. Supervision proceeds upon the basis of a definite organized program.
6. Supervision uses wisely the means of enabling teachers to live up to the standards set and to carry out the program outlined.
7. Supervision is essentially a cooperative procedure.
8. While the realization of the standards and the realization of the program must be authoritative.

George Gordon Sawyer and Harold Kersworthy, How to Teach, p. 610.
Helen Robinson Smith, Principles of Educational Psychology.
William H. Burton, Supervision and The Improvement of Teaching.

scientific, and impersonal, there must be manifest a kindly and sympathetic spirit.

9. Supervision must develop and encourage on the part of the teachers initiative, self-reliance, intelligent independence, and the successful assumption of responsibility. It must capitalize the teacher's ability and experience.

10. The administrative aspect of supervision is secondary to the pedagogical.

11. When supervision is inspectorial, it should never be simply that and nothing more.

12. Supervision must be judged by its results.

13. The supervisor must be specifically and definitely trained for his work.

14. The type of democratic leadership involved in supervision demands the very highest type of well rounded, poised personality.

There are means of improving instruction through improving teacher personnel. These means are partly supervisory in function, but also largely administrative. The writer will place in this category proper selection of teachers, adequate salary schedule, provision for professional improvement in service, and co-operative teacher rating.

Other problems of the Superintendent which are largely of a supervisory nature are improvement of the teaching act, selecting and organizing subject matter, and maintaining good morale in the teaching force.

Each of the foregoing topics deserve a separate volume. The writer will confine himself, however, to setting forth the main problems involved, with general suggestions for their solution

scientific, and impersonal, there must be manifest a kindly and sympathetic spirit.

10. Supervision must develop and encourage on the part of the teachers initiative, self-reliance, intelligent independence, and the successful assumption of responsibility. It must emphasize the teacher's ability and experience.

11. The administrative aspect of supervision is secondary to the pedagogical.

12. When supervision is pedagogical, it should never be simply that and nothing more.

13. Supervision must be judged by its results.

14. The supervisor must be tactically and definitely trained for his work.

15. The type of democratic leadership favored in the supervision demands the very highest type of well-rounded, solid personality.

There are means of improving instruction through improving

teacher personnel. These means are partly supervisory in function,

but also largely administrative. The writer will place in this

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Other problems of the Superintendent which are largely

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Each of the foregoing topics deserves a separate volume.

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main problems involved, with general suggestions for their

solution.

CHAPTER V

Selection of Teachers

All teachers should be nominated by the Superintendent. No one can have a better knowledge of the nature of the vacancy, or the qualification of a candidate than the Superintendent.¹ If the Superintendent makes such nominations, there is less likelihood of pull or politics to play a part.² Cubberley lays down six principles as a guide for the selection of teachers. They are:³

1. The superintendent of schools should nominate all teachers, principals, supervisors, and assistant superintendents, in writing, to the board of education for election or for promotion. In the case of elementary school teachers, the election should be to a position in the schools, all assignments to positions being left to the superintendent.

2. The board may either confirm or disprove his nominations, but should have no power of substituting other names of its own choice.

3. In case any nomination is disapproved, the superintendent should then nominate a new person for the position.

4. The board should be permitted to elect, without such nomination, only in case the superintendent refuses to make a nomination.

5. The members of the board of education should refer all applicants to the superintendent of schools, and refuse to discuss politics with them. To this end, the board should announce that, by rule, it has given the power of nomination to the superintendent, and that the members do not desire applicants or their friends to visit them on the matter.

¹Fred Engelhardt, Public School Organization and Administration, p. 96.

²Ellwood P. Cubberley, Public School Administration, p.205.

³Ibid., p. 206-207.

6. In a city where a competitive examination system is in use, the board should refuse to see applicants or their friends, individually, and should announce that the attempt so to visit them will be regarded as unprofessional conduct, and will prejudice the applicant's chances of securing a position.⁴

Cubberley also sets down the following elements as factors in the formation of judgments as to the worth of an applicant for a teaching position.

1. Professional preparation and experience. A lower grade being given for the minimum preparation and experience required by the rules, or for too much experience under poor conditions, and increasing for larger preparation, and valuable experience, up to a certain maximum grade.

2. Evidence as to professional success. No general letters of recommendation to be considered. Candidates to submit names of persons engaged in educational work who can speak as to their training and teaching success. From these, or others, confidential letters to be obtained and the evidence rated. This rating may also be based, wholly or in part, on seeing the candidate at work in a schoolroom.

3. Personality and adaptability to the work of instruction. Based on a personal interview.

4. Physical examination by the health supervisor or by a designated physician.

The question arises as to whether the Superintendent should elect only applicants or should search for teachers. If the school is to have the best teachers for the money, the Superintendent should search for good teachers far and wide.⁵

The Superintendent should have a memorandum⁶ of where good teachers may be found, so that when a vacancy exists, he may investigate more in detail available candidates of the better sort

⁴Ellwood P. Cubberley, Public School Administration, p.207.

⁵Ibid., p. 209.

⁶W. N. Anderson, A Manual for School Officers, pp.50-51.

5. In a city where a competitive examination system is in use, the board should refuse to see applicants or their friends, individually, and should announce that the attempt so to visit them will be regarded as unprofessional conduct, and will greatly reduce the applicant's chance of securing a position.

Gubberley also sets down the following elements as factors

in the formation of judgments as to the worth of an applicant

for a teaching position.

1. Professional preparation and experience. A lower grade being given for the minimum preparation and experience required by the rules, or for too much experience under poor conditions, and increasing for larger preparation, and valuable experience, up to a certain maximum grade.

2. Evidence as to professional success. No general letters of recommendation to be considered. Candidates to submit names of persons engaged in educational work who can speak as to their training and teaching success. These letters, or others, confidential letters to be obtained and the evidence rated. This rating may also be based, wholly or in part, on rating the candidate at work in a schoolroom.

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The Superintendent should have a memorandum of where good

teachers may be found, so that when a vacancy exists, he may

investigate more in detail available candidates of the latter

sort

To carry out this investigation, he may resort to registration blanks from Teachers' Agencies, state or city department records, or, better still, application blanks made up by the Superintendent with the specific needs of the system in mind.

As soon as the teacher's statement of his qualifications is to be had, the Superintendent should investigate all references making sure that the people referred to know the applicant's qualifications, and are qualified judges of his ability.

To carry out this investigation, he may resort to registra-
tion of the various agencies, state or city, to ascertain
records, or, better still, collection of the records by the
investigator with the specific name of the person in mind.
As soon as the records are secured of the investigation
it is to be had, the investigation should investigate all the
records making sure that the records referred to have the ac-
curacy of the investigation, and are verified by the re-
sults.

CHAPTER VI
Determining Salary Schedules

The problem of salary adjustment looms large when we consider that, of more than two billions, spent annually for public education in elementary and secondary schools in the United States, more than fifty percent goes to the salaries of teachers, supervisors, and administrators.¹ When a school board fixes the amount of salaries to be paid its teachers, it fixes the professional standard² of its teachers, and thus molds the future welfare of every child coming under its care.

Sad as it may seem, the public too often thinks teachers to be so many hired help who may be bargained for and hired with the greatest economy. Attempts to raise the professional standards of the teachers in a school system are apt to be opposed by some who are in sympathy with the "poor teacher"³ who will be effected.

Teachers who are in a rut, and prospective teachers of scant preparation never fail to enlist the aid and sympathies of friends to combat a higher standard.⁴

However, the Superintendent must recognize that higher pay and higher standards can not be separated. The first step in raising standards for teaching seems to be the raising of salaries. Only after a teacher is enabled to live as a person of culture and refinement can he afford to spend money on

¹Practices effecting Teacher Personnel, Research Bulletin of the N. E. A., Vol. 6, No. 4, Sept. 1928, p.210.

²Oscar F. Weber, Problems in Public School Administration, p. 253.

³Fred Engelhardt, Public School Organization and Administration, p. 200.

⁴Ellwood P. Cubberley, Public School Administration, p. 200.

⁵Ellwood P. Cubberley, loc. cit.

professional improvement.⁵

Realizing the importance of the salary schedule, and the professional knowledge⁶ required in devising such, the school board should look to the superintendent for his recommendations as to salary schedule, and rules for its administration.⁷

The Superintendent has the problem of recommending initial salaries and providing for effective schedule of increases. The beginning salary should be large enough to attract a desirable class of teachers. Since a beginning teacher tends to improve with experience, a salary increment based upon experience alone is justified for a short time only. Beyond a certain point, raises should be granted to stimulate industry, to encourage individual improvement, and to reward general merit.⁸

Cubberley⁹ lists four plans to apportion rewards on a basis of merit. They are:

1. Attaching different salaries to positions and promoting from the lower paid to the higher paid.
2. Additional salary grants for evidences of increased scholarship or professional preparation.
3. Establishment of grades in the teaching service, with a different salary schedule for each, usually involving the passing of some form of promotional examination.
4. Grading teachers on the basis of estimated efficiency, using usually some rather elaborate form of scale.

⁵Ellwood P. Cubberley, Public School Administration, pp. 251-252.

⁶Fred Engelhardt, loc. cit.

⁷Ibid., p. 98.

⁸Ellwood P. Cubberley, op. cit. pp. 254-255.

⁹Ibid., p. 256.

Realizing the importance of the salary schedule, and the professional knowledge required in devising such, the school board should look to the superintendent for his recommendations as to salary schedule, and rules for its administration.

The Superintendent has the problem of recommending initial salaries and providing for effective schedule of increases. The beginning salary should be large enough to attract a desirable class of teachers. Since a beginning teacher tends to improve with experience, a salary increment based upon experience alone is justified for a short time only. Beyond a certain point, raises should be granted to stimulate industry, to encourage individual improvement, and to reward general merit.

Guidelines for the four plans to be offered are as follows:

Plan of merit. They are:

1. Attaching different salaries to positions and not making from the lower paid to the higher paid.
2. Additional salary grants for evidence of increased school rating or professional organization.
3. Establishment of grades in the teaching service, with a different salary schedule for each, thereby favoring the passing of some form of promotional examination.
4. Granting increases on the basis of attained efficiency, using usually some rather elaborate form of scale.

Elwood P. Hubbard, Public School Administration,
pp. 251-252.
West Educational, Inc. ed.
1916, p. 252.
Elwood P. Hubbard, op. cit. pp. 254-255.
1916, p. 252.

Engelhardt¹⁰ has examined Evenden's¹¹ study of teachers' salaries, and has set down the following principles for administering salary payments and salary schedules:

1. Salaries should be paid promptly and on dates scheduled.
2. A newly elected teacher should be started on the salary level determined by her training and experience.
3. In transferring a teacher from one schedule to another, the place in the new schedule should be determined by the salary she is receiving rather than by the length of service.
4. When salary schedule provisions must be set aside to meet unusual conditions, special ruling of the school board should provide for them, instead of making changes in schedules.
5. All salary schedules should be flexible enough to meet all emergencies.
6. If it is desirable, have different schedules for men and women. In this case, the items in the schedule should be raised for the men rather than lowered for the women.
7. A schedule should not decrease the salary of teachers in the system who are getting more than the schedule provides. They should not receive increases until they meet the added required standards.
8. Rather than make elaborate schedules providing for different kinds of work, it is better to give additions for such duties assigned as require extra preparation.
9. Increases should not become automatic with increased tenure.

¹⁰Fred Engelhardt, op. cit., pp.200-201.

¹¹E. S. Evenden, Teachers' Salaries and Salary Schedules, Commission Series, No.6, National Education Association, Washington, D. C., 1919.

enclosed is a copy of the study of teachers' salaries

and has set down the following principles for consideration

the salary schedule and salary schedule:

1. Salaries should be paid promptly and on time schedule.

2. A newly elected teacher should be placed on the salary level determined by her training and experience.

3. In transferring a teacher from one schedule to another, the place in the new schedule should be determined by the salary she is receiving rather than by the length of service.

4. When salary schedules are revised, the amount of the increase should be based on the amount of the salary of the lowest grade in the schedule, instead of making changes in all grades.

5. All salary schedules should be flexible enough to meet all contingencies.

6. If it is desirable, have different schedules for men and women. In this case, the place in the schedule should be raised for the man rather than lowered for the woman.

7. A schedule should not increase the salary of teachers in the system who are receiving more than the schedule provides. They should not receive increases until they reach the salary provided.

8. Rather than make elaborate exceptions providing for different kinds of work, it is better to give additional pay for work which requires an unusual extra expenditure.

9. Increases should not become automatic with increases in years.

W. B. Swanson, Secretary, National Education Association, Washington, D. C., 1912.

CHAPTER VII

Training of Teachers in Service

In a measure, the strength of the teaching corps may be increased yearly by filling vacancies so that a current of new ideas, new enthusiasm, and new standards of preparation shall bring new life to the teaching corps. Such a leavening of a teaching corps with an infusion of new blood cannot be relied upon to keep the instruction up to date.¹

To insure proper professional growth, provisions should be made by the Superintendent for systematic teacher training, and premiums should be placed on the efforts of teachers who voluntarily do more than the required work.² This training should include not only professional growth³ but also personal growth. Teachers often resist any attempts at further training, particularly that of the personal growth type. Few teacher, however, would fail to benefit from a definite teacher training program fostered by the Superintendent of Schools.⁴

The most effective devices for teacher training are, without doubt, teachers' meetings, college and normal summer schools, and college or state extension courses. These devices should be relied upon to produce a dynamic philosophy of life in

¹Ellwood P. Cubberley, Public School Administration, pp. 225-231.

²Ibid., p. 231.

³Ibid., p. 232.

⁴William H. Burton, Supervision and Improvement of Teaching, pp. 320-324.

⁵H. Updegraff, Proceedings of the N. E. A., 1911, p. 434.

⁶Superintendent Van Sickle, Proceedings of the N. E. A., 1911, p. 437.

CHAPTER VII
Training of Teachers in Service

In a measure, the strength of the teaching corps may be increased yearly by filling vacancies as fast as current of new ideas, new enthusiasm, and new standards of preparation shall bring new life to the teaching corps. Such a leveling of a teaching corps with an infusion of new blood cannot be relied upon to keep the instruction up to date.

To insure proper professional growth, provisions should be made by the Superintendent for systematic teacher training, and programs should be placed on the efforts of teachers who voluntarily do more than the required work. This training should include not only professional growth but also personal growth. Teachers often resist any attempt at further training, particularly that of the personal growth type. Few teachers, however, would fail to benefit from a definite teacher training program fostered by the Superintendent of Schools.

The most effective device for teacher training are, without doubt, teachers' meetings, colleges and normal summer schools, and colleges or state extension courses. These devices should be relied upon to produce a dynamic philosophy of life in

Ellwood P. Cubberley, *Public School Administration*, pp. 223-224.
Ibid., p. 221.
Ibid., p. 222.
William H. Burton, *Inspection and Improvement of Teaching*, pp. 220-224.
E. Underhill, *Proceedings of the N. E. A., 1911*, p. 422.
Superintendent Van Stokke, *Proceedings of the N. E. A.*
1911, p. 427.

the teachers. This philosophy of life will effect their philosophy of education, and the two philosophies will converge and form the set which will determine the method which a teacher uses in setting up a learning situation.⁵

Other devices⁶ for training teachers in service include reading circles, demonstration teaching, professional magazines, intervisitations, and educational bulletins.

There are various types⁷ of teachers' meetings which may be used to preserve the unity of the school system, and, for the discussion of certain phases of school work, or instruction, either for administrative, supervisory, or inspirational purposes.

These meetings may include all teachers in a system, or only a few teachers called together to discuss a minor element of instruction. The types of meetings⁸ may include:

1. A general meeting for the purpose of discussing large principles and affairs of common concern.

2. Grade or departmental meetings called for specific discussion relative to some particular problem of a grade or department.

3. Intergrade meetings called to articulate work of closely related grades and to discuss problems of common interest.

4. Building meetings called for the purpose of outlining building policies.

⁵Wm. N. Anderson, A Manual for School Officers, p.314.

⁶Wm. H. Burton, op. cit., p. 324.

⁷Ellwood P. Cubberley, op. cit., p. 223.

⁸William H. Burton, loc. cit.

⁹W. N. Anderson, op. cit., pp. 314-318.

¹⁰Ellwood P. Cubberley, op. cit., p. 233.

the teachers. This philosophy of life will reflect their philosophy of education, and the two philosophies will converge and form the set which will determine the method which a teacher uses in setting up a learning situation.

Other devices for training teachers in service include reading circles, demonstration teaching, professional magazines, interviews, and educational bulletins. There are various types of teachers' meetings which may be used to preserve the unity of the school system, and, for the discussion of certain phases of school work, or instruction, either for administrative, supervisory, or instructional purposes.

These meetings may include all teachers in a system, or only a few teachers called together to discuss a minor element of instruction. The types of meetings may include:

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4. Building meetings called for the purpose of outlining building policies.

Wm. E. Anderson, A Manual for School Officers, p. 315.
Wm. E. Burton, op. cit., p. 324.
William F. Cushman, op. cit., p. 323.
William H. Burton, loc. cit.
W. E. Anderson, op. cit., pp. 314-318.
William F. Cushman, op. cit., p. 323.

5. Meetings of supervisors, and principals to discuss plans for general policy and procedure.

There are certain criteria which should govern the organization of any type of teachers' meeting. These criteria⁷ may be listed as follows:

1. Meetings should not be called to disseminate directions or information which could as well be given out in type-written or mimeographed form.

2. Each meeting should be thoroughly planned.

3. Teachers should be amply informed in advance of the time, place, and content of the meeting. A mimeographed brief should be sent out.

4. All meetings should begin and end on time.

5. No teacher should be excused from a meeting for any cause which would not excuse him from classroom teaching.

6. The topic should be of real interest to the group called to meet.

7. Provision should be made for the expression of opinion from each teacher. The attitude of cooperate enterprise should prevail.

8. Principals, heads of departments, or supervisors should lead the meeting of groups under their supervision.

9. A record should be kept of the proceedings in each meeting.

10. Meetings of over a few minutes in duration should not be held after school. The best times for teachers' meetings are after a foreshortened school session or in the evening.

⁷Ellwood P. Cubberley, Public School Administration, pp. 233-234.

⁸W. N. Anderson, op. cit., pp. 318-320.

⁹Wm. H. Burton, op. cit., pp. 325-326.

2. Meetings of supervisors, and principals to discuss plans for general policy and procedure.

There are certain criteria which should govern the or-

ganization of any type of teachers' meeting. These criteria

may be listed as follows:

1. Meetings should not be called to discuss matters of routine or information which could as well be given out in type-written or mimeographed form.

2. Each meeting should be thoroughly planned.

3. Teachers should be fully informed in advance of the time, place, and content of the meeting. A mimeographed list should be sent out.

4. All meetings should begin and end on time.

5. No teacher should be excused from a meeting for any cause which would not excuse him from classroom teaching.

6. The topic should be of real interest to the group called to meet.

7. Provision should be made for the expression of opinion from each teacher. The attitude of cooperative enterprise should prevail.

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9. A record should be kept of the proceedings in each meeting.

10. Meetings of over a few minutes in duration should not be held after school. The best time for teachers' meetings are after a four-quarter school session or in the evening.

W. H. Burton, Jr., Public School Administration, pp. 233-234.
M. H. Anderson, op. cit., pp. 212-213.
W. H. Burton, Jr., op. cit., pp. 233-234.

For general improvement of the teaching force, and for raising academic standards in the teaching force body, encouragement should be given to teachers to pursue university extension courses and summer school courses.¹⁰ If definite salary increments are given for specific academic work to be approved by the Superintendent, he may steer this professional improving work into courses which will benefit the teacher and the school system alike. To-day, university extension courses of such a variety are available at such sundry locations that there is little excuse for professional stagnation due to lack of such facilities.¹¹

The reading circle is another excellent method for teacher training. This may be an adjunct to the meetings between teachers and principals. Two or more good books should annually be carefully studied, discussed, and practiced. Teachers, in this way, not only accumulate considerable background but also form desirable professional habits.

The other teacher training devices, demonstration teaching, professional magazines, intervisitations, and educational bulletins all have their place and importance. They should be

¹⁰Ellwood P. Cubberley, Public School Administration, p. 341.

¹¹A table showing character of extension courses, summer courses, and residence courses available to Connecticut teachers may be found on p. of this thesis.

¹²William H. Burton, op. cit., p. 324.

¹³Ellwood P. Cubberley, op. cit., p. 234.

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William F. Gurnea, Public School Administration, p. 251.
 A table showing character of extension courses, summer courses,
 and various courses available to home-schooled teachers may be
 found on p. 25 of this thesis.
 William F. Gurnea, op. cit., p. 252.
 William F. Gurnea, op. cit., p. 252.

carefully planned and systematically carried out. The supervisory activities of the system should be closely allied with these training devices so that worthwhile philosophies and procedures may influence the classroom teacher.

Table I follows on page 37

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procedures may influence the classroom teacher.

Table I follows on page 31

TABLE I
Table Showing Character of Extension Courses, Summer Courses, and Residence Courses Available to Connecticut Teachers

Name of Service	Institution Represented	Where instruction is held.	When	No. of students required	Credit Degree
Trinity College Extension Courses	Trinity College	Hartford, Conn.	Sept.-June	8	Master's Bachelor's
Connecticut University Extension Committee	Conn. Agricultural College Conn. College for Women Hartford Seminary Foundation State Board of Education Trinity College Wesleyan College Yale University	Any Convenient Location	By appointment	25	Depends upon Course
Harvard-Boston University Extension Courses	Harvard-Boston University	Any Convenient Location	By appointment	40	Master's Bachelor's
Columbia University	Columbia University	Any Convenient Location New York City	By appointment	---	Doctor's Master's Bachelor's
New York University	New York University	New York At Conn. Centers	By appointment	---	Doctor's Master's Bachelor's
Boston University Conn. Valley Division	Boston University	Springfield, Mass.	Year Round	---	Master's Bachelor's
Conn. State Board of Education Summer School		New Haven, Conn.	July August	---	Master's Bachelor's

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CHAPTER VIII

The Rating of Teachers

To rate or not to rate¹ has been the issue of a battle royal between administrative experts in the past. Yet, viewing the question in a dispassionate way, it appears that all teachers are rated anyway. Every judgment made by the Superintendent relative to a teacher is a form of rating. Why, then, should not these judgments be made more objective?

Among some of the prominent objections² to rating are the following:

1. Different individuals rate differently, and it is unfair to rate unless the same person rates all teachers.
2. It prevents teaching from becoming a profession.
3. Unfair discrimination creeps in.
4. It enforces the will of the supervisor, and not the needs of the pupil.

In general, these indictments are against the people who rate and the use of ratings rather than against the principle of rating. Ratings of some sort must be used as devices to determine promotions and demotions, tenure, and salary. This can only be construed as a minor use, however. Rating should be a cooperative endeavor³ toward professional improvement, and should involve teacher judgment as well as supervisory judgment.

¹William H. Burton, *Supervision and the Improvement of Teaching*, p. 348.

²Ava L. Parrott, *Abolishing the Rating of Teaching*, N. E. A. Proceedings, 1917, p. 1168.

³William H. Burton, *op. cit.*, p. 354.

The Rating of Teachers

To rate or not to rate has been the issue of a battle royal between administrative experts in the past. Yet, viewing the question in a dispassionate way, it appears that all teachers are rated anyway. Every judgment made by the superintendent relative to a teacher is a form of rating. Why, then, should not these judgments be made more objective?

Among some of the prominent objections to rating are the following:

1. Different individuals rate differently, and it is unfair to rate unless the same person rates all teachers.
2. It prevents teaching from becoming a profession.
3. Unfair distribution of work.
4. It enforces the will of the supervisor, and not the needs of the pupil.

In general, these objections are against the people who rate and the use of ratings rather than against the principle of rating. Rating of any sort must be used as a device to determine growth in such directions as health, and safety. This can only be conceived as either an, however, which would be a constructive and never toward professional improvement, and should involve (teacher judgment) as well as supervisory judgment.

If the teacher is to become professional, he must be carried forward by the professional urge. External pressure through an externally administered rating scheme will scarcely develop this. Rugg realized this, and in writing in "The Elementary School Journal", he says, "-----if a rating scheme is to be truly helpful, its chief element must be self-improvement through self-rating. Improvement of teachers in service rests directly upon the initial step of self criticism.

To insure success, the rating device should be cooperatively selected^{and} cooperatively administered.⁵ Teachers should study the uses, dangers, abuses, and possibilities of rating systems. The whole theory of rating should be common knowledge in the entire system. The rating card may then be cooperatively determined or selected from the many now in use. The teacher should rate himself several times and compare with the rating of the supervisor. This comparison should take place at a conference in which there will be a clearing up of points of view. It should stimulate self-realization on the part of the supervisor as well as on the part of the teacher.⁶

The National Education Association⁷ lays down principles for the governing of rating schemes, the gist of which is as follows: Professional improvement should be the main aim

⁵National Education Association, Committee of One Hundred on Classroom Teachers' Problems, Report on Teacher Rating, National Education Association, Washington, D.C., July, 1925.

⁶William H. Burton, loc. cit., p. 361.

⁷Ibid., p. 362.

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National Education Association; Committee of One Hundred on Unimpaired Teacher's Progress, Report on Teacher Rating, National Education Association, Washington, D.C., July, 1925. William H. Burton, loc. cit., p. 381. Ibid., p. 382.

of teacher rating.⁷ The rating system should be such that each teacher rated shall gain a realization of the definite and concrete basis for the improvement of his efficiency. The methods used in rating shall be as objective and scientific as possible.

The results of all ratings are to be in the hands of each teacher for the purpose of guiding and stimulating further growth. One official shall be final rating authority to whom principals and supervisors are advisers. Any rating scheme to be used should be mutually agreed upon by administrative and supervisory staff and classroom teachers. Co-operative endeavor for professional growth should be the key note of the scheme.

Closely allied to the rating of teachers is the problem of measuring instruction. It has been previously suggested that every judgment is a form of measurement. Using some phase of judgment, the Superintendent, Supervisors, and Principals are constantly measuring the outcomes of the educational program. The present tendency is to base these judgments upon evidence that is as reliable and objective

⁷National Education Association, Committee of One Hundred on Classroom Teachers' Problems, Report on Teacher Rating, National Education Association, Washington, D. C., July, 1925.

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as possible.⁸ The use of the modern standard test is taking some of the guess work out of these ratings.⁹ These tests are not fool proof and infallible.¹⁰ If used to evaluate instruction, such a test must be weighed against the objectives of the subject measured to insure validity.¹¹ This will be easier if the objectives, as expressed in the course of study, have been worked out cooperatively as suggested in a later discussion on the making of the curriculum.

Unfortunately, habits, skills, and knowledges are more easily measured than attitudes and other general patterns of control.¹² This should not dissuade one from attempting to measure as objectively as possible these general patterns of control.

As important as supervisory judgments are, they take second place to the teacher's own judgment¹³ of his accomplishment. He should understand the meaning and use of the standardized test. In caring for the individual need, they are his chief diagnostic aid.¹⁴ He should understand how to give them, how to record his results, and what the results show¹⁵ about the educand and about the teacher's effectiveness. Once the diagnosis is made, there must be effective remedial instruction.

⁸Guy M. Wilson and Kremer J. Hoke, How to Measure, p. 3-6.

⁹Ibid., p. 4.

¹⁰Ibid., p. 5.

¹¹Ibid., pp. 517-518.

¹²Wm. Charters, The Teaching of Ideals, pp. 327-328.

¹³Writer's Opinion.

¹⁴Wm. H. Burton, Supervision and the Improvement of Instruction, pp. 293-294.

¹⁵Ibid., pp. 289-290.

¹⁶Ibid., loc. cit.

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Gray, A. Nelson and Armer, J. Hoke, How to Measure, p. 3-5.
 Child, p. 4.
 Child, p. 5.
 Child, pp. 517-518.
 Child, The Teaching of Basic, pp. 527-528.
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Judgments of accomplishment are needed for promotions and reports to parents. This opens up a wide field of controversy on the theory of marking. Since schools operate successfully on a variety of marking schemes, it seems that the administration of the marking system is the most important phase of it. The marking system like the curriculum should be the result of cooperative endeavor.¹⁷ If the various departments of the educational system have concurred to devise or select the marking system, there is apt to be a clearer understanding of standards, meaning of symbols, basis for judgment, and other elements of marking which are capable of varied interpretations.

As in other supervisory procedure, cooperative¹⁸ endeavor will materially aid in the measurement of the results of instruction.

¹⁷William H. Burton, Supervision and the Improvement of Instruction, p. 11.
¹⁸Ibid., loc. cit.

1. Is my room suited to the expected group?
2. Is all classroom equipment in good order?
3. Do I understand building signals?
4. What room signals shall I use?
5. Are my supplies arranged?
6. Is my program posted?
7. Have I prepared adequately for instruction?

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William H. Burton, Supervisor and the Improvement of
Instruction, p. 11.
1911, 1912, etc.

CHAPTER IX

Improvement of the Teaching Act

Under the improvement of the teaching act may be placed the topics of school management and provision for instruction. School management concerns itself with the following:

1. Preparation for the opening of school.
2. A daily program of studies.
3. Handling of supplies and books.
4. Discipline.
5. Classroom Records.
6. Seating and Passing of pupils.
7. Physical conditions of room.

If these matters are to be handled successfully, the teacher must have a proper knowledge of the elements involved. To stimulate this realization, the teachers in cooperation with the principals and supervisors should devise check lists¹ under each heading listed above, so that when the teaching situation arises, there is definite planned action. For instance, before the opening of school, the teacher might consult an outline something like this:

1. Is my room suited to the expected group?
2. Is all classroom equipment in good order?
3. Do I understand building signals?
4. What room signals shall I use?
5. Are my supplies arranged?
6. Is my program posted?
7. Have I prepared adequately for instruction?

¹William H. Burton, *Supervision and the Improvement of Teaching*, Chap. III.

²Ibid., p. 49.

Improvement of the Teaching Act

Under the improvement of the teaching act may be placed the
factor of school management and system for instruction.
School management connects itself with the following:

1. Preparation for the opening of school.
2. A daily program of studies.
3. Handling of supplies and books.
4. Discipline.
5. Classroom business.
6. Seating and placing of pupils.
7. Physical conditions of room.

If these matters are to be handled successfully, the teacher
must have a proper knowledge of the elements involved. To attain
this, the teacher, in cooperation with the
principals and supervisors should develop plans under each
heading listed above, so that when the teaching situation arises,
there is definite planned action. For instance, before
opening of school, the teacher might consult an outline
something like this:

1. Is my room ready for the expected group?
2. Is my classroom equipment in good order?
3. Do I understand building signals?
4. What room signals shall I use?
5. Are my supplies arranged?
6. Is my system ready?
7. Have I prepared materials for instruction?

The supervisor, having worked with the teacher, has a similar outline. He may use his as a check list to guide his supervision. It is easier to ask a teacher what she has outlined with regard to the opening of school than to try to develop a program, in case the teacher has started out badly without one.

These outlines in school management should be considered tentative and suggestive. A teacher is encouraged to add or change items, so long as the basic principles underlying school management are not violated, and so long as the teacher operates efficiently and without interfering with others.

No check list of items of school management or any similar lists will alone suffice to improve the teaching act. The teacher is constantly confronted with a new teaching situation. The way he meets this situation depends upon his philosophy of education, his knowledge of the learning process, and his knowledge of methods of instruction. No longer is the supervisor justified in handing out the Dalton Plan, the Project Method, or the Unit Plan like patent medicines, destined to make cures.

As the basis for the improvement of the teaching act, the teacher should have a dynamic philosophy of education,³ and a thorough knowledge of the psychology of learning.⁴

³Oscar F. Weber, Problems in Public School Administration, p. 52.

⁴Ibid., p. 180.

The supervisor, having worked with the teacher, has a similar outline. He may use it as a check list to guide his supervision. It is easier to ask a teacher what she has outlined with regard to the content of school than to try to develop a program. In case the teacher has started out badly without one.

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There are many factors which influence all types of teaching. These include apperception, motive, self activity, and individual difference. The study of any of these educational factors might serve as a basis for indefinite study and experimentation. It will be the function of the Superintendent to guide properly the efforts of the teachers in these investigations to the end that there will be harmonious and well planned progress toward definite objectives. There are also several types of lessons all depending upon a thorough understanding of the principles of education and principles effecting the learning process. Of these lesson types, lessons involving reflective thought, lessons involving imitation, and drill lessons should be investigated thoroughly. Methods of conducting supervised study and the project method are worthy of teacher study. The teacher's philosophy of education and knowledge of the psychology of learning will guide him in his choice of teaching devices as nothing else can.⁵

The forming of this philosophy of education and the knowledge relative to the learning process should be the specific ends toward which the program of professional improvement in service, heretofore mentioned, should definitely and specifically be guided.

⁵Oscar F. Weber, Problems in Public School Administration, p. 181.

CHAPTER X
The Relation of the Superintendent and his Staff
to Curriculum Making

The attitude of the teacher toward her work may be changed by the method of setting her task, and by her comprehension of how she is to perform her function. These facts make the forming of the curriculum a procedure which strongly effects the personnel relationships between the Superintendent and the teaching body. The Superintendent has a heavy responsibility in the selection and the organization of subject matter. Curriculum construction is no longer an occasion where the Superintendent shuts himself up with paste pot, scissors, and existing courses of study to emerge with a "new course of study for his system."

The present period is characterized by constant changes in social demands.² A more varied assortment of pupils are entering our schools and staying longer. Sections of the same state vary greatly as to character of school population, and attainment of educational level. This condition indicates that national and state problems of curriculum have a strong local component. Engelhardt³ points out three basic issues to be considered by the local authorities in forming a curriculum. They are: "Fundamental curriculum considerations, adapting the curricula to the current and changing requirements,

¹Oscar F. Weber, Problems in Public School Administration, p. 166.

²Henry Harap, The Technique of Curriculum Making, p.5.

³Fred Engelhardt, Public School Organization and Administration, pp. 417-418.

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The present period is characterized by constant changes in social demands. A more varied assortment of needs are arising out schools and staying longer. Relations of the state vary greatly as the character of school population, and attainment of educational level. This condition indicates that national and state problems of curriculum have a strong local component. An efficient school must take these issues to be considered by the local authorities in forming a curriculum. They are: "Fundamental curriculum considerations, relating the curriculum to the current and changing requirements,

and planning for the future community needs. The last two of these are of great concern to the local Superintendent.

As far as possible, curricula practice should be based upon scientific investigation.⁴ Where this is lacking, judgments should be held as tentative and modified as new evidence warrants.

In forming a curriculum, the Superintendent, Principals, Supervisors, and teachers, as well as a curriculum expert from outside the system should be employed.⁵ The inherent value of the process of curriculum building is liable to transcend the value of the finished product.⁶ Harap has laid down the following set of rules for forming a curriculum making group:⁷

1. The group should consist of the most capable and most industrious persons who can do the job.

2. It should include persons who have the authority to call upon many teachers for assistance at any step of the process of revision.

3. The chairman of the group should have some knowledge of the technique of curriculum making.

4. The group should include the persons who will be responsible for training the teachers who will carry on the new course of study.

5. It should include classroom teachers who will think in terms of actual conditions.

6. It should include principals and other supervisory officers who represent the administrative point of view.

⁴Oscar F. Weber, op. cit., pp. 166-168.

⁵Henry Harap., loc.cit. pp.5-7.

⁶Oscar F. Web. op. cit.

⁷Henry Harap, op. cit., p. 6.

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Order 7. Order, or. 10-100.
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 Order 7. Order, or. 10-100.
 Order 7. Order, or. 10-100.

It is the opinion of the writer that, as soon as the curriculum is completed, it will need modification in part. The curriculum may not be considered as static, but rather a live issue deserving of the best work that may be obtained in the school system.

and in high spirits, he must be conscious of his task, make his plans, and have the freedom to make his task as large as possible. The wise superintendent recognizes this and by working with and through his teachers, this procedure tends to give that freedom required for good mental health, and, besides, stimulates the teacher, for Burnham says that no compulsion can equal that of one's own task.

With the foregoing philosophy as guide, the Superintendent can, with profit, attend to those details which make for the improvement of the school system in general. With this in mind, the following check list is offered as means of insuring good practice.

Salary

Have you a salary schedule?

Is the starting salary adequate?

Have you provided for excellent incentive as to a period of three to five years?

Have you provided for excellent professional standing, growth, and ability?

Dr. F. Burnham, The School Mind, p. 207-208.
 From notes on lecture by Dr. James B. Davis, Springfield, Mass.
 Jan. 19, 1933.
 Dr. H. Burnham, The School Mind, p. 212.

It is the opinion of the writer that, as soon as the
curriculum is completed, it will need modification in part.
The curriculum may not be considered as static, but rather
a live issue deserving of the best work that may be obtained
in the school system.

CHAPTER XI

Establishing and Maintaining Good Morale

Burnham, in his "Normal Mind" gives as the minimum essential for happiness to humans of all ages, three conditions.¹ "A task, a plan, and freedom." If a teacher is to be happy and in high spirits, he must be conscious of his task, make his plans, and have the freedom to take his task or leave it. The wise Superintendent accomplishes his ends by "working with and through his teachers."² This procedure tends to give that freedom required for good mental health, and, besides, stimulates the teacher, for Burnham³ says that no compulsion can equal that of one's own task.

With the foregoing philosophy as a guide, the Superintendent can, with profit, attend to those details which make for the improvement of the school system in general. With this in mind, the following check list is offered as a means of insuring good morale:

Salary

Have you a salary schedule?

Is the starting salary adequate?

Have you provided for automatic increases up to a period from three to five years?

Have you provisions for rewarding professional standing, professional growth, personal growth, and ability?

¹Wm. H. Burnham, The Normal Mind, pp. 207-227.

²From notes on lecture by Dr. Jesse B. Davis, Springfield, Mass. Jan. 19, 1932.

³Wm. H. Burnham, The Normal Mind, p. 212.

CHAPTER XI
Relativism and the Moral Good

Burnham, in his "Normal Mind" gives us the minimum reason-
able for happiness to human beings of all ages, three conditions.
"A task, a plan, and freedom." If a teacher is to be happy
and in high spirits, he must be conscious of his task, make
his plans, and have the freedom to take his task or leave
it. The wise Superintendent accomplishes his ends by "working
with and through his teachers." This procedure tends to give
that freedom required for good mental health, and, besides,
stimulates the teacher, for Burnham says that no completion
can equal that of one's own task.

With the foregoing philosophy as guide, the Superin-
tendent can, with effort, attend to those details which make
for the improvement of the school system in general. With
this in mind, the following check list is offered as means

of insuring good morale:

Salary

Have you a salary schedule?

Is the starting salary adequate?

Have you provided for automatic increases at a period
from three to five years?

Have you provisions for rewarding professional standing,
professional growth, personal growth, and ability?

Improvement and Development

Are you maintaining worthwhile series of professional teachers' meetings and reading circles?

Is there opportunity for intervisitation and observation of good teaching?

Are you doing your utmost to make it possible for your teachers to avail themselves of University Extension services?

Supervision

Is your supervision on a cooperative basis?

Do you have a method of teacher evaluation which makes teacher improvement through self realization the dominant factor?

Does the teacher have a clear concept of the fundamental factors involved in classroom management?

Do you allow a freedom of choice of method commensurate with the teacher's knowledge of the psychology of learning and her soundness in the philosophy of education?

Do you give her means for evaluating the work of the pupil?

Do you recognize your teachers as experts when they are such?

Curriculum

Is your curriculum the product of the entire teaching personnel plus the advice of an expert in the field?

Is it tentative and suggestive?

Is it always open to constructive revision by teachers?

Is there an opportunity for experimentation?

Improvement

Are you maintaining worthwhile series of professional
teaching meetings and reading circles?

Is there opportunity for investigation and observa-
tion of each teacher?

Are you doing your utmost to make it possible for your
teachers to avail themselves of University Extension services?

Supervision

Is your supervisor on a cooperative basis?

Do you have a method of teacher evaluation which makes
teacher involvement through self-realization the dominant factor?

Does the teacher have a direct contact of his kindred kind?
Teachers involved in classroom management?

Do you allow a freedom of choice of method commensurate
with the teacher's knowledge of the psychology of learning?

and her experience in the philosophy of education?

Do you give her means for evaluating the work of the staff?
Do you encourage your teacher as an expert when they

are such?

Correction

Is your curriculum the product of the entire teaching
personnel and the advice of an expert in the field?

Is it tentative and suggestive?

Is it always open to constructive revision by teachers?

Is there an opportunity for experimentation?

Sociability and Recreation

Do you attempt to make the new teacher at home when he arrives for the first time in your town?

Are you able to advise teachers accurately concerning living conditions?

Do you ever have Teachers' Meetings of a purely social nature?

Do you arrange social functions where teachers meet parents?

He had some clerical work, and was responsible for discipline, but had little to do with the administration or supervision of the school.

Since it has been demonstrated that, in an elementary building of no more than eight rooms, a principal can profitably spend full time in supervision, teaching work, and planning instruction, the elementary school principalship is found to occupy a distinct professional place.

Better trained persons are holding the positions of elementary school principals, and where the unit is large enough, these principals are held responsible for the administration and supervision of their systems.

In Connecticut, as in almost the England states, the High School Principal inherited from the old academy days

Fred Engelhardt, Public School Organization and Administration, p. 262.

Fred Engelhardt and E. C. Kelly, Alberta Law Survey, University of Minnesota Press, Minneapolis, 1920.

Fred Engelhardt, loc. cit.

Bernard J. Steiner, History of Education in Connecticut, pp. 47-52.

CHAPTER XII

Relationship between Superintendent and Principals and Supervisors

In order to examine the relationship between the Superintendent and his principals, it is desirable to go into the history of the office of principalship.

An Elementary School Principal was at first a full time teacher whose maturity and ability to handle disciplinary situations, singled him out as a desirable head for his school. He had some clerical work, and was responsible for discipline, but had little to do with the administration or supervision of the school.¹

Since it has been demonstrated² that, in an elementary building of no more than eight rooms, a principal can profitably spend full time in supervision, remedial work, and planning instruction, the elementary school principalship is bound to occupy a distinct professional place.

Better trained persons are holding the positions of elementary school principals, and where the unit is large enough, these principals are held responsible for the administration and supervision of their systems.³

In Connecticut, as in other New England states, the High School Principal inherited from the old academy days⁴

¹Fred Engelhardt, Public School Organization and Administration, p. 253.

²Fred Engelhardt and E. O. Melby, Alberta Lea Survey, University of Minnesota Press, Minneapolis, 1928.

³Fred Engelhardt, loc. cit.

⁴Bernard C. Steiner, History of Education in Connecticut, pp. 47-48.

Relationships between Superintendents and Principals and School Boards

In order to examine the relationship between the superintendent and his principals, it is necessary to go into the history of the office of principalship.

An Elementary School Principal was at first a full time teacher whose primary and only duty to his principal was to teach. He had some clerical work, and was responsible for discipline, but had little to do with the administration or supervision of the school.

Since it has been demonstrated that, in an elementary building of no more than eight rooms, a principal can readily spend full time in supervision, clerical work, and planning instruction, the elementary school principalship is bound to occupy a distinct professional place.

Better trained persons are holding the position of elementary school principals, and where the work is large enough, these principals are held responsible for the administration and supervision of their schools.

In Connecticut, as in other New England states, the High School Principal has risen from the old elementary

First Superintendent, Public School Organization and Administration, p. 123.
 First Superintendent and H. O. Kelly, *History of the State of Connecticut*, 1928.
 First Superintendent, 1900, etc.
 Edward C. Fisher, *History of Education in Connecticut*, pp. 17-18.

a strategic position.⁵ The High School was held as an institution apart from the common schools. In some cases, the high school has been operated separately from the grade schools, and the high school principal has been more or less directly responsible to the school committee. Naturally, such a strategic position has been only reluctantly⁶ yielded to the comparatively newly created officer, the Superintendent.

Koos⁷ in 1924 made a study of "Responsibility for Initiative" for certain administrative activities in sixty-six large and one hundred four small high schools . The study shows that there is little agreement as to who shall perform such duties as selecting teachers, planning courses of study, and visiting class work for supervisory purposes. The varying abilities and degrees of professional training possessed by high school principals and superintendents explain this condition in part. If secondary schools are to function properly, however, the principal must be responsible for all activities which pertain to student life.⁸ This means that activities, such as preparing curriculum and supervision of in-

⁵Fred Engelhardt, op. cit., p. 278.

⁶Ibid., p. 278.

⁷L. V. Koos. The High School Principal, p.87.

⁸Fred Engelhardt, op. cit., p. 280.

a strategic position. The High School was held as an institution apart from the common schools. In some cases, the high school has been considered separately from the grade schools, and the high school principal has been more or less directly responsible to the school committee. Naturally, such a strategic position has been only reluctantly accepted by the conservatively minded created officer, the Superintendent.

Koon, in 1924 made a study of "Responsibility for Initiative" for certain administrative activities in sixty-six large and one hundred four small high schools. The study shows that there is little agreement as to who shall perform such duties as selecting teachers, planning course of study, and visiting class work for supervisory purposes. The varying abilities and degrees of professional training possessed by high school principals and superintendents explain this condition in part. If secondary schools are to function properly, however, the principal must be responsible for all activities which pertain to student life. This means that activities such as creating curriculum and supervision of in-

Frank B. Koon, op. cit., p. 278.
Ibid., p. 278.
L. V. Koon, The High School Principal, p. 87.
Frank B. Koon, op. cit., p. 280.

struction are as essentially his functions as are matters of disciplinary control, class records, class schedules, and school reports.

Though, in general, elementary and high school principals should be professionally trained individuals, capable of contributing toward every phase of the school program, the ultimate responsibility rests with the Superintendent.⁹ It may be said that the Superintendent is a generalist and the Principal is a specialist. The Superintendent has an educational philosophy which he works out with and through his principals. These principals are specialists and know how they may best fit their schools to this philosophy. The Superintendent must also coordinate¹⁰ the various schools in his system so that all function as a unit.

Allied to the relationship between Superintendent and Principal is the relationship between Superintendent and Supervisors, and the inter-relationship between Superintendent, Supervisors, and Principals.

As soon as a system outgrows supervision by the Superintendent, the Principals usually take up that duty. There may be further growth to the extent where special supervisors must be employed to augment the work of the principals.

⁹Fred Engelhardt, Public School Organization and Administration, p. 280.

¹⁰Ibid., p. 256.

In secondary schools, especially, the supervision is very haphazardly¹¹ done. Generally speaking, secondary schools have been free from a central supervisory staff.¹²

In the elementary school of the larger type, McGaughy¹³ finds that building principals are fully responsible for supervision. These principals have, however, at times, been assisted by special supervisors from the central staff.

Whatever the system of supervision may be, it must be flexible and dynamic. In too many cases, the supervisory staff fails to grow with the system, and, hence, are ineffective.

As a cure for this condition, the writer suggests that supervision be in the hands of the principal. Where necessary, he may call upon educational specialists from the central system. All teachers are to be so well trained that supervisors need only to provide advice, stimulation, and leadership. This opinion is somewhat upheld by Table II taken from Engelhardt's discussion of "Organization for Supervision."¹⁴

¹¹Fred Engelhardt, Public School Organization and Administration, p. 318.

¹²Ibid., p. 320.

¹³J. R. McGaughy, Tendencies in Supervision, Teachers' College Record, Volume XXIX, No. 7, April, 1928, p. 579.

¹⁴Fred Engelhardt, Public School Organization and Administration, p. 304.

In secondary schools, especially, the supervision is very necessary. Generally speaking, secondary schools have been

free from a central supervisory staff.

In the elementary school of the larger type, however,

finds that the principal is fully responsible for the

operation. These principals have, however, at times, been assisted

and by special supervisors from the central staff.

Whether the system of supervision may be, it must be

flexible and dynamic. In too many cases, the supervisory staff

tends to grow with the system, and, hence, are ineffective.

As a basis for this condition, the writer suggests that

supervision be in the hands of the principal, where necessary,

he may call upon additional specialists from the central staff

for. All teachers are to be as well trained that supervisors

need only to provide advice, stimulation, and leadership.

This condition is somewhat upheld by facts in taken from England

which is a discussion of "Organization for Supervision."

First English, Middle School Organization and Administration,

1915, p. 355.

1915, p. 355.

U. S. Department of Education, Teachers' Salaries

Report, Volume 2, No. 7, April, 1938, p. 572.

First English, Middle School Organization and Administration

1915, p. 355.

Judgments of Administrative and Supervisory Officers regarding
the Regular Teacher's Responsibility for Special Subjects¹⁴

TABLE II

	Percentage Distribution of Judgments				
	Special Super- visors	Superin- tendents	Educational Adminis- tration and Super- vision	Art Educa- tion	Physi- cal Educa- tion
Plan of Operation					
Train teachers so well that supervisors need to act only in advisory capacity and in provid- ing stimulation and leadership.....	42	40	56	35	60
Give classroom teachers only elementary training in each special subject and provide detailed supervision by trained supervisors.....	12	12	24	35	10
Have all special sub- jects in the element- ary schools taught by highly trained special teachers.....	30	23	34	45	40
Number of judgments..	179	100	56	17	8

Although some supervisors still maintain that it is Utopian to think that teachers can be well enough trained to teach special subjects with only advisory supervision, specialists¹⁵ in administration and supervision are more hopeful for success.

¹⁴Fred Engelhardt, Public School Organization and Administration, p. 309.

¹⁵Ibid., p. 326.

Although supervision is a problem which can be solved only in light of local situations, there are certain fundamental principles underlying the organization of Supervision. Engelhardt¹⁶ has listed these as follows: ¹⁷

All activities which can be routinized should be, to save time and money.

Responsibilities should be delegated whenever possible.

Duties and work should be assigned in terms of degree of intelligence, competence, and salary requirements necessary to perform the task; that is, clerical work should be assigned to clerks.

Records are basic to all scientific study; supervisors must keep adequate records.

The proper morale and esprit de corps should be maintained at all costs.

All school authorities should be properly correlated and integrated within the various administrative units, particularly with reference to the curriculum.

Encourage creative effort; recognize initiative on the part of supervisors, principals, and teachers.

If the entire staff is to develop, the growth will depend on the training that individuals receive in service.

The Superintendent should plan and should insist that all staff members plan their work and keep record of their plans and check them against accomplishment.

¹⁶Fred Engelhardt, Public School Organization and Administration, p. 328.

¹⁷Ibid., p. 326.

Although the title of this study is "The Study of the
in light of the fact that these are certain fundamental
principles underlying the organization of education. The
study has been divided into three parts:

All activities which are to be carried out should be

clear and concise.

Responsibilities should be assigned to the various

Director and work should be assigned to the various

of intelligence, experience, and ability requirements necessary

to perform the task; that is, clerical work should be assigned

to clerks.

Records are basic to all scientific study; supervisors

must keep adequate records.

The proper records and cards should be maintained

at all costs.

All school authorities should be properly organized and

integrated within the various administrative units, particularly

in with reference to the curriculum.

Records are basic to all scientific study; supervisors

part of supervisors, principals, and teachers.

If the entire staff is to develop, the growth will de-

pend on the training that individuals receive in service.

The Superintendent should plan and should insist that

all staff members plan their work and keep record of their

plans and check them against accomplishment.

Engelhardt¹⁹ also gives a diagram showing a good organization for supervision where the teachers are well trained to assume full teaching responsibility in all subjects. This diagram designated as figure I may be found on the following page.

¹⁷Fred Engelhardt, Public School Organization and Administration, p. 326.

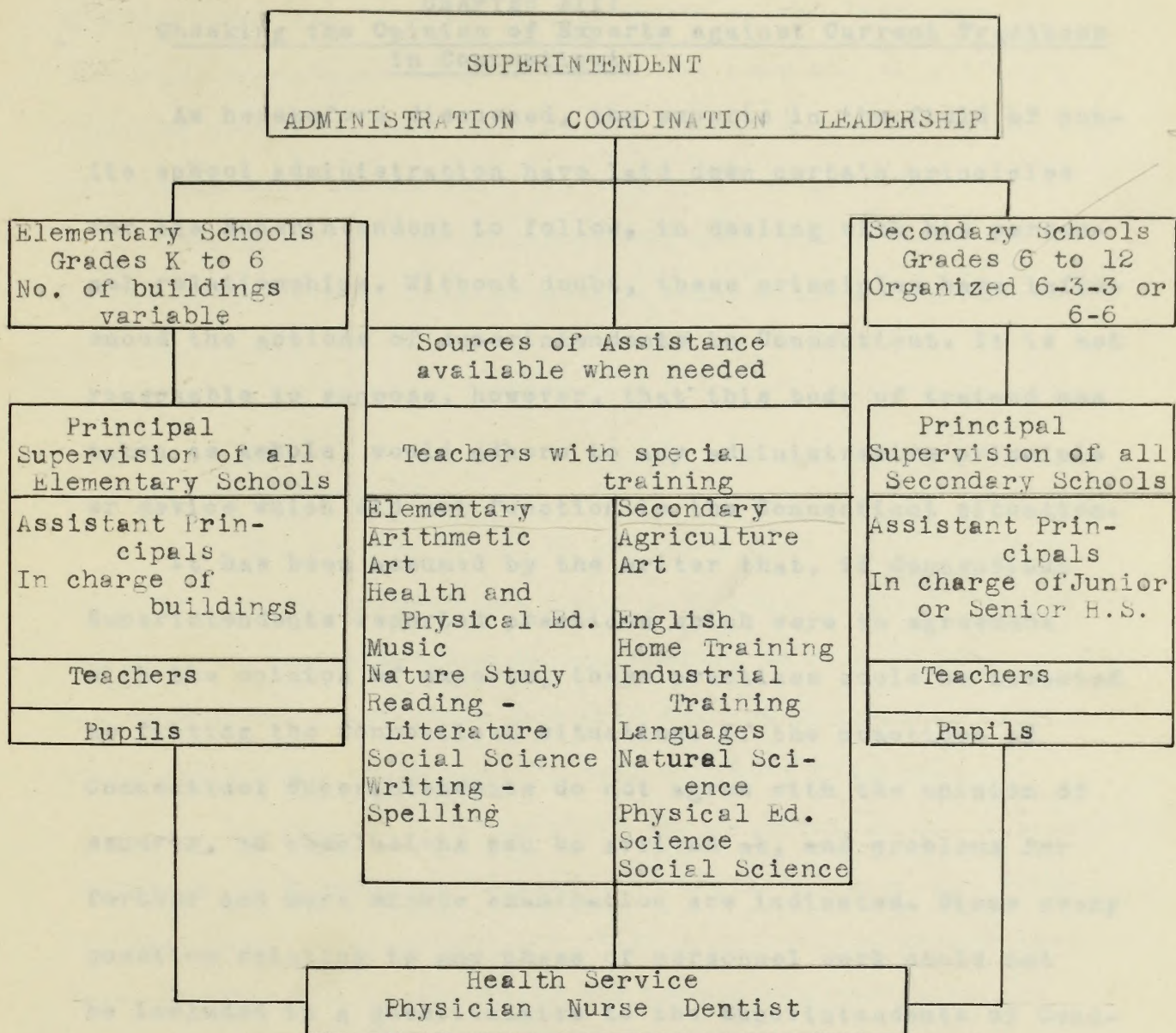
Each card also gives a description of the card.

Section for consideration where the person is well trained
to assume full teaching responsibility in all subjects. This
section is designated as Figure 1 and is found on the following

page.

Food Inspector, Public School Organization and Administration,
p. 320.

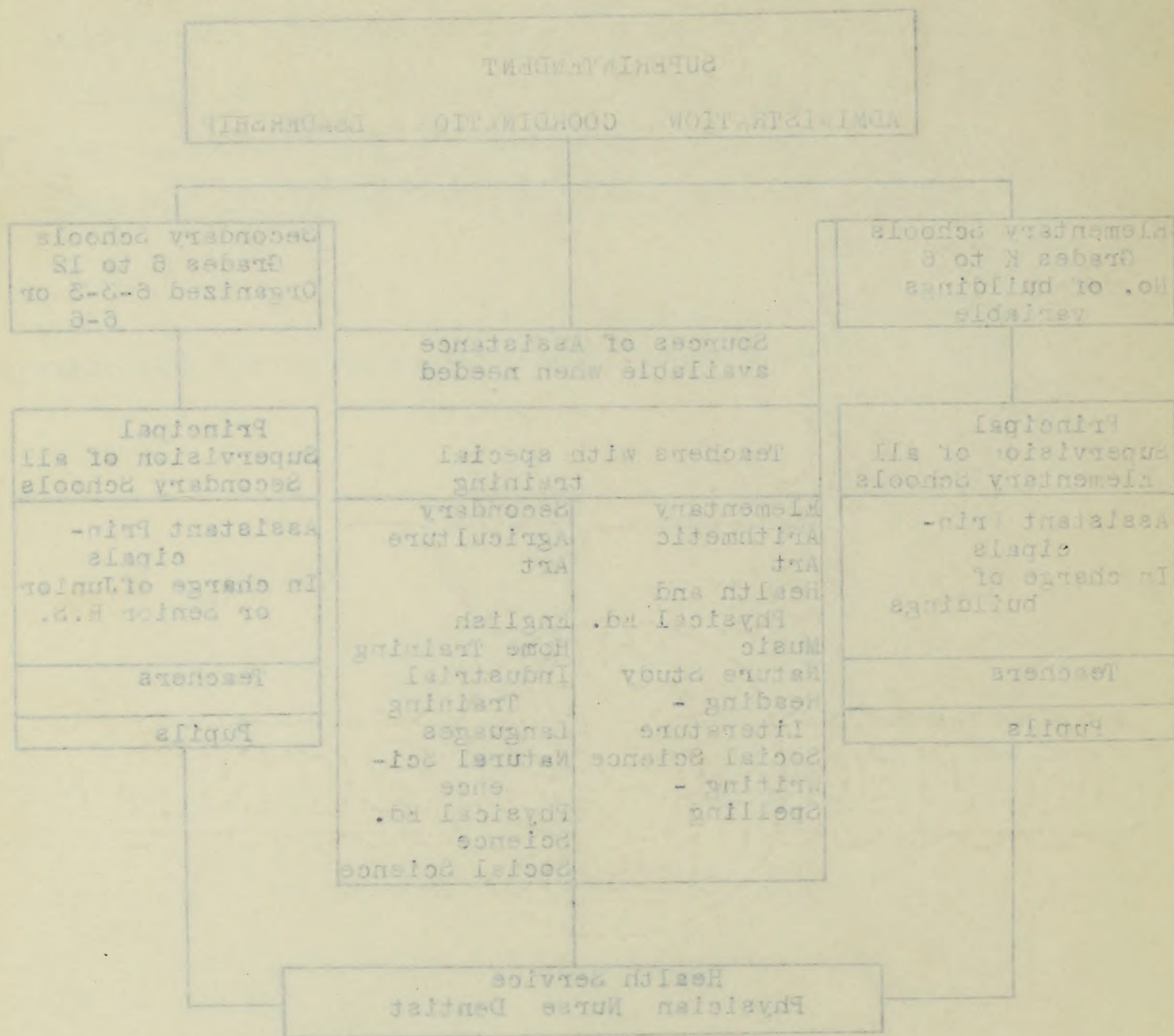
FIGURE I



Organization for supervision

In this plan the teachers are well trained to assume full teaching responsibility for regular subjects as well as special subjects.

FIGURE 1



Organization for supervision
In this plan the teachers are well trained to assume full teaching
responsibility for regular subjects as well as special subjects.

CHAPTER XIII
Checking the Opinion of Experts against Current Practices
in Connecticut

As heretofore discussed, the experts in the field of public school administration have laid down certain principles for the Superintendent to follow, in dealing with his personnel relationships. Without doubt, these principles have influenced the actions of superintendents in Connecticut. It is not reasonable to suppose, however, that this body of trained men taken as a whole, would adhere to any administrative principle or device which did not function in the Connecticut situation.

It has been assumed by the writer that, if Connecticut Superintendents reported practices which were in agreement with the opinion of experts, these practices could be accepted as fitting the Connecticut situation. If the practices of Connecticut Superintendents do not agree with the opinion of experts, no conclusions can be arrived at, and problems for further and more minute examination are indicated. Since every question relating to any phase of personnel work could not be included in a questionnaire to the Superintendents of Connecticut, it is assumed that a random sampling of the more important questions would be the basis for a fair judgment as to the validity of the opinions of educational experts in the Connecticut situation. In making this selection of questions, a tentative list of questions was made out by the writer. This list was submitted to the students in a

CHAPTER VIII
Creating the Council of Experts Against German Persecution
in Connecticut

As heretofore discussed, the experts in the field of sub-
the school administration have laid down certain principles
for the Superintendent to follow in dealing with the German-
and relationships. Without doubt, these principles have guided
most the actions of superintendents in Connecticut. It is not
reasonable to suppose, however, that this body of actions was
taken as whole, would there be any administrative principle
or device which did not function in the Connecticut situation.
It has been assumed by the writer that, if Connecticut
superintendents accepted principles which were in agreement
with the policies of experts, these principles would be accepted
as fitting the Connecticut situation. If the principle of
Connecticut Superintendent is not agree with the policies of
experts, no conclusion can be arrived at, and grounds for
further and more minute examination are indicated. Since every
question raised in any phase of personnel work could not
be included in a questionnaire to the Superintendent of Conn-
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important questions would be the basis for a fair judgment
as to the validity of the opinions of educational experts
in the Connecticut situation. In making this selection of
questions, a tentative list of questions was made out by
the writer. This list was submitted to the committee in a

60

Seminar conducted by Dr. Jesse B. Davis on the "Problems of Secondary Education". These students who were all of graduate standing helped to add, delete, and revise questions which ultimately went to the Superintendents of Connecticut.

The following letter and questionnaire were sent out to ninety-eight Superintendents and State Supervising Agents in Connecticut.

My dear Superintendent,

Did it ever occur to you that each superintendent meets his personnel problems in an individual manner? Despite the dogmatic contributions of authorities on the subject, little has been done to determine how this body of successful school officials are actually meeting some of their problems.

In partial fulfilment of the requirement for a Master's degree, I am attempting to learn how these heads of our Connecticut educational system are solving certain personnel problems. If you will kindly check the proper responses, on the enclosed questionnaire, and return as soon as convenient, I will reciprocate by mailing you a digest of my findings. Please note that you are not asked to place your name upon the questionnaire.

A post-card is enclosed for your convenience in requesting the digest mentioned heretofore. Thank you.

Sincerely yours,

Remains consisted of Dr. Jesse H. Davis on the "Problems of
Secondary Education" in an address who was all at once
addressed to add, delete, and revise questions which

directly went to the fundamental of education.
The following letter and several others were sent out
to thirty-eight superintendents and other educational agents
in Connecticut.

My dear Mr. [Name]:

Did it ever occur to you that each superintendent
needs his personal opinion in an individual manner? Really
the domestic contribution of education in the subject, little
has been done to determine how this body of educational agents
officials are actually meeting some of their problems.
In carrying out the requirements of the Department for a teacher's

degree, I am endeavoring to learn how these needs of our com-
munity should be met and what are the existing conditions personal prop-
erty. If you will kindly check the proper treatment, on the
subject, please, and return as soon as convenient. I
will appreciate by mailing you a digest of my findings. Please
note that you are not asked to fill your name when the ques-
tionnaire.

A post-card is enclosed for your convenience in re-
sponding to this matter. Thank you.

Sincerely yours,

QUESTIONNAIRE

1. Does your Board of Education reserve to itself or its members any executive functions? ---Yes. ---No.
2. Do individual members of your Board customarily attempt to exert authority apart from the Board as a whole? ---Yes. ---No.
3. How do you find new teachers for your system?
 - a) Visit Teachers' Agencies.
 - b) Consult records in office of State Board of Education.
 - c) Visit teachers at work in other school systems, Normal Schools, and Colleges.
4. Are teachers ever arbitrarily thrust upon schools by Board?
 - Yes. ---No.
5. Have you a definite salary schedule? ---Yes. ---No.
6. Check factors governing salary increases in your system:
 - years of service, ---Academic training, ---teaching ability, ---grade taught, ---travel, ---professional improvement, ---experimentation.
7. How do you dispose of poor teachers?
 - a) Fail to renominate them.
 - b) Attempt to adjust them within the system.
 - c) Pass them on to other systems.
 - d) Encourage them to enter other lines of endeavor or retirement.
8. Do you have regular professional Teachers' Meetings?
 - Yes. ---No.
 Approximately, how many per year? ---One. ---Five. ---Ten. ---Twenty.
9. Do you encourage experimentation? ---Yes. ---No.
10. Do you have a definite teacher rating scheme? ---Yes. ---No.
 - Check the school officials who rate the teachers:
 - Principal, ---Supervisor, ---Superintendent,
 - Assistant Superintendent,
 - Does the teacher rate herself? ---Yes. ---No.
 - Does the teacher know her rating? ---Yes. ---No.
11. Approximately, how often do you visit each of the teachers in your system? Weekly ---, Bi-weekly, ---Monthly.

QUESTIONS

1. Does your Board of Education reserve to itself the right to
 pass any executive functions? --Yes. --No.

2. Do individual members of your Board customarily attempt to
 exert authority apart from the Board as a whole? --Yes. --No.

3. How do you find new teachers for your system?

- a) Visit Teachers' Agencies.
- b) Consult records in office of State Board of Education.
- c) Visit teachers at work in other school systems, Normal Schools, and Colleges.

4. Are teachers ever arbitrarily thrust upon schools by Board?
 --Yes. --No.

5. Have you a definite salary schedule? --Yes. --No.

6. Check factors governing salary increases in your system:
 ---years of service, ---Academic training, ---teaching
 ability, ---extra taught, ---travel, ---professional im-
 provement, ---experimentation.

7. How do you dispose of poor teachers?

- a) Fail to reappoint them.
- b) Attempt to adjust them within the system.
- c) Pass them on to other systems.
- d) Encourage them to enter other lines of endeavor or retirement.

8. Do you have regular professional Teachers' Meetings?

---Yes. --No.
 Approximately, how many per year? ---One. ---Five. ---Ten.
 ---Twenty.

9. Do you encourage experimentation? --Yes. --No.

10. Do you have a definite teacher rating system? --Yes. --No.

Check the school officials who rate the teachers:
 ---Principal, ---Superintendent, ---Assistant Superintendent,
 Does the teacher rate herself? --Yes. --No.
 Does the teacher know her rating? --Yes. --No.

11. Approximately, how often do you visit each of the teachers
 in your system? Weekly. Bi-weekly. Monthly.

12. Do you delegate ^{part} whole of supervision to Assistant Superintendent---, Special Supervisors---, Principals---?
13. My course of study is tentative and suggestive---, may be deviated from if permission is asked---, must be strictly adhered to---.
14. When changing courses of study, teachers are consulted generally---, frequently---, seldom---.
15. In choosing new text books, teacher opinion is consulted always,---, frequently---, seldom---.
16. Teachers are encouraged to form groups for the solution of current school problems always---, frequently---, seldom---.
17. Do you allow your principals to carry out their individual educational philosophies in their own buildings?
 ---Yes.---No.
 Do you hold conferences with the principals for the purpose of evolving an educational philosophy which you expect to be carried out? ---Yes. ---No.
 Do you establish an educational procedure according to your own philosophy and expect the principals to carry this out? ---Yes.---No.
18. Do you have a business manager?---Yes.---No.
 Is he under your control?---Yes. ---No.
19. Are building custodians and janitors under your control?
 ---Yes.---No.
20. Have you a school doctor?---Yes.---No.
 Is he under your control?---Yes.---No.
21. My system regularly cooperates with the following organizations:
 ---Parent Teacher' Association ---Junior Red Cross
 ---Scout Organizations ---Musical Organizations
 ---Visiting Nurse Association ---Teachers of Music
 ---Week Day Schools of Religion ---Parochial Schools

12. Do you delegate whole of supervisory to Assistant Super-
intendent---, Special Supervisor---, Principals---?

13. My course of study is tentative and suggestive---, may
be deviated from if considered as asked---, must be
strictly adhered to---.

14. When offering course of study, teachers are consulted
generally---, frequently---, seldom---.

15. In choosing new text books, teacher opinion is consulted
always---, frequently---, seldom---.

16. Teachers are encouraged to form groups for the solution
of current school problems always---, frequently---,
seldom---.

17. Do you allow your principals to carry out their individ-
ual educational philosophies in their own buildings?
---Yes---No.

18. Do you hold conferences with the principals for the pur-
pose of evolving an educational philosophy which you ex-
pect to be carried out? ---Yes---No.
Do you establish an educational procedure according to
your own philosophy and expect the principals to carry
this out? ---Yes---No.

19. Do you have a business manager? ---Yes---No.
Is he under your control? ---Yes---No.

20. Are building custodian and janitor under your control?
---Yes---No.

21. Have you a school doctor? ---Yes---No.
Is he under your control? ---Yes---No.

22. My system regularly cooperates with the following organizations:
---Parent Teacher Association ---Junior Red Cross
---Student Organization
---Volunteer Fire Association ---Teachers of Music
---Week Day Schools of Religion ---Extracurricular Schools

The returns from the questionnaire were gratifying. Of the 98 recipients, 73 responded. Since 74.5% replied to the questionnaire, it is concluded that the results from the questionnaire are significant¹ to the study.

The professional interest which the Superintendents took in the questionnaire was shown by marginal notes of encouragement and explanation which were added. Many questionnaires showed careful thought and effort. Many Superintendents (as does the writer) realized that such questions may not be answered categorically. Hence, they qualified many responses.

Results of the Questionnaire

Wherever the questions were categorically answered, the results have been expressed in percent. Any answers omitted or those not clearly in one category or another have been listed as omitted. The more important comments found on answers are listed after each table.

It might be interesting to note that, although the questionnaire was designed to withhold the identity of the Superintendent, 39 or 53.5% of those who returned the questionnaire identified themselves.

¹A. M. Jourdan, Educational Psychology, p.7.

The results from the questionnaires were classified. Of the 52 questionnaires, 18 responded. Since 74.0% replied to the questionnaire, it is concluded that the results from the questionnaires are sufficient to the study.

The statistical interest which the questionnaires took in the questionnaire was shown by statistical notes of answers given and explanation which was added. Many questionnaires showed careful thought and effort. Many questionnaires have been written, realizing that each question may not be answered satisfactorily. Hence, they included many responses.

Results of questionnaires

However, the questionnaires were categorically answered, the results have been summarized in percent. Any answer omitted or those not clearly in one category or another have been listed as omitted. The more important comments found on answers are listed after each table.

It might be interesting to note that, although the questionnaires was designed to withhold the identity of the questionnaires, 55 or 52.5% of those who returned the questionnaires identified themselves.

TABLE III
Questions Involving Relationship between Superintendent and Board.

	Per Cent		
	Yes	No	Omitted
a. Does Board of Education reserve to itself or its members any executive functions?	37	57.5	5.5
b. Do individual members of your Board customarily attempt to exert authority apart from the Board as a whole?	9.6	82.2	8.2
c. Are teachers ever arbitrarily thrust upon schools by Board?	9.6	86.3	4.1

Qualified Answers

Some answers to question a were qualified. The qualifications were as follows:

Functions Reserved	Percentage of those answering "yes" who reported such practice.
Buying fuel	7.4
Arranging transportation	9.0
Overseeing janitorial supplies	3.7
Caring for repairs	18.5
Indicated ("a few")	7.4

TABLE IV
Questions Dealing with Methods of Adjusting Teachers' Salaries

	Per Cent		
	Yes	No	Omitted
Have you a definite salary schedule?	72	24.7	2.7
Factors Governing Salary Increases			
	Per Cent		
1. Years of Service	93.1		
2. Academic Training	53.6		
3. Teaching Ability	52		
4. Grade Taught	23.3		
5. Travel	11		
6. Professional Improvement	56.2		
7. Experimentation	4.1		

TABLE IV

Questions Involving Relationship Between Government and Business

Question	Yes	No	Per Cent
1. Do Government of Regulation re- serve to itself or its agen- cies any exclusive knowledge?	37	63	63.5
2. Do individual members of your Board occasionally attempt to obtain authority from the Board as a whole?	2.8	97.2	97.2
3. Are members ever arbitrarily thrust upon boards by Board?	2.8	97.2	97.2

Each answer to question 3 was qualified. The qualifications were as follows:

Qualification	Percentage of those answering "Yes" who reported such qualification
1. Not for regulation	7.5
2. Not for knowledge	8.3
3. Not for exclusive knowledge	2.7
4. Not for exclusive knowledge	18.2
5. Not for exclusive knowledge	7.5

TABLE V

Questions Dealing With Methods of Advertising to Shareholders

Question	Yes	No	Per Cent
1. Have you a definite policy regarding advertising to shareholders?	37	63	63.5
2. Do you have a definite policy regarding advertising to shareholders?	37	63	63.5
3. Do you have a definite policy regarding advertising to shareholders?	37	63	63.5
4. Do you have a definite policy regarding advertising to shareholders?	37	63	63.5
5. Do you have a definite policy regarding advertising to shareholders?	37	63	63.5
6. Do you have a definite policy regarding advertising to shareholders?	37	63	63.5
7. Do you have a definite policy regarding advertising to shareholders?	37	63	63.5

TABLE V
Finding New Teachers and Disposing of Poor Teachers

Methods Used to Find New Teachers	Per Cent
Visit teachers at work in other school systems, Normal Schools, and Colleges.	87.6
Visit Teachers' Agencies	67.2
Consult Records in office of State Board of Education, City Departments of Education, Normal Schools, and Colleges.	60.3

Methods Used to Dispose of Poor Teachers	Per Cent
Fail to renominate	83.5
Attempt to adjust them within the system.	56.2
Encourage them to enter other lines of endeavor or retirement.	45.2
Pass them on to other systems.	9.6

TABLE V

Ratio of Teachers to Pupils in Public Schools

Year	Ratio of Teachers to Pupils
1900	1:35.0
1901	1:34.5
1902	1:34.0
1903	1:33.5
1904	1:33.0
1905	1:32.5
1906	1:32.0
1907	1:31.5
1908	1:31.0
1909	1:30.5
1910	1:30.0

Year	Ratio of Teachers to Pupils
1911	1:30.0
1912	1:29.5
1913	1:29.0
1914	1:28.5
1915	1:28.0
1916	1:27.5
1917	1:27.0
1918	1:26.5
1919	1:26.0
1920	1:25.5

Practices Related to Supervision
TABLE VI

	Per Cent		
	Yes	No	Omitted
Do you have regular professional Teachers' Meetings?	85.0	12.3	2.7
Do you encourage experimentation?	93.1	5.5	1.4
Do you have a definite teacher rating scheme?	26.0	63.0	11.0
Does the teacher rate herself?	26.0	23.3	50.7
Does the teacher know her rating?	26.0	20.6	53.4
Approximate frequency of Teachers' Meetings	Per Cent		
Once per year		4.1	
Five times per year		26.0	
Ten times per year		54.8	
Fifteen times per year		1.4	
Twenty times per year		2.7	
Omitted		11.0	
Approximate frequency of visits by Superintendent to each teacher.	Per Cent		
Once a week		20.6	
Once every two weeks		45.2	
Once a month		24.6	
Answers which did not denote frequency of visits		8.2	
Omitted		1.4	
What school officials rate the teacher?			
Superintendent		41.1	
Principal		32.9	
Supervisor		26.0	
Assistant Supervisor		4.1	
Who does the supervision?			
Superintendent delegates all of supervision		4.1	
Superintendent delegates part of supervision		61.7	
Superintendent does all of supervision		34.2	

TABLE VII
Extent of Teacher Participation in Matters Relating to Course
of Study, Text Books, and Current Problems.

	Per Cent
My course of study is:	
tentative and suggestive. (no permission needed for changes)	31.5
may be deviated from if permission is asked.	58.9
must be strictly adhered to.	8.2
Omitted	1.4
When changing courses of study, teachers are consulted	
generally	63.0
frequently	28.8
seldom	2.7
Omitted	5.5
In choosing new text books, teachers are consulted	
always	46.5
frequently	48.0
seldom	4.1
Omitted	5.5
Teachers are encouraged to form groups for the solution of current school problems.	
always	38.4
frequently	48.0
seldom	11.0
Omitted	2.7

TABLE VII
Extent of Teacher Participation in Methods Relating to Control
of Study, Text Books, and Current Problems.

Per Cent

31.6	My course of study is: tentative and suggestive. (no examination needed for changes)
58.3	My text is selected from a collection of books.
9.3	Must be strictly adhered to.
1.4	Omitted
53.0	When changing course of study, teachers are consulted
38.3	Generally
2.7	Occasionally
6.0	Never
0.0	Omitted
48.3	In choosing new text books, teachers are consulted
38.3	Always
2.7	Occasionally
1.4	Never
9.3	Omitted
53.0	Teachers are encouraged to form groups for the solution of current school problems.
48.3	Always
38.3	Occasionally
1.4	Never
2.7	Omitted

TABLE VIII
Relationships between Superintendent and Principals

	Per Cent		
	Yes	No	Omitted
Do you allow your principals to carry out their individual educational philosophies in their own buildings?	76.7	16.5	6.8
Do you hold conferences with the principals for the purpose of evolving an educational philosophy which you expect to be carried out?	80.8	6.9	12.3
Do you establish an educational procedure according to your own philosophies and expect the principals to carry this out?	23.3	65.7	11.0

Qualified Answers

29.5% of those who signified that they allow principals to work out their own educational philosophies qualified this answer with such words as "in part", "partly", "to some extent", etc.

TABLE IX

Relationship between Superintendent and School Personnel not Directly Connected with Instruction

	Per Cent		
	Yes	No	Omitted
Do you have a business manager?	11	87.6,	1.4
Is he under your control?	63.5	12.5	11.5
(Percentages computed on a basis of number answering that they had a business manager.)	(12.5% qualified their "yes" answer by adding "partly".)		
Are building custodians and janitors under your control?	76.7	11.0	8.2
	(4.1% qualified their "yes" answer by adding "partly".)		
Have you a school doctor?	61.7	36.6	2.7
Is he under your control?	75.6	15.5	8.9
(Percentages computed on a basis of number answering that they had a school doctor)			

Relationship Between Superintendent and Principals

Per Cent			Yes	No	Total			
Do you allow your principals to carry out their initiative and educational philosophy in their own buildings?								
73.7	11.8	85.5						
Do you hold conferences with the principals for the purpose of solving an educational problem which you expect to be carried out?								
60.8	8.8	69.6						
Do you establish an educational procedure according to your own philosophy and expect the principals to carry this out?								
55.8	22.7	78.5						

Qualifying answers:
 22.5% of those who replied that they allow principals to work out their own educational philosophy qualified this answer with such words as "in part", "partly", "to some extent", etc.

Relationship Between Superintendent and School Personnel not Directly Connected with Instruction

Per Cent			Yes	No	Total
Do you have a business manager?					
11	87.8	98.8			
Is he under your control?					
55.6	12.8	68.4			
(Principal consulted on a basis of mutual agreement that they both are business managers.)					
Are building custodian and janitor under your control?					
73.7	11.8	85.5			
(4.1% qualified their "yes" answer by adding "partly".)					
Have you a school doctor?					
11.7	5.8	17.5			
Is he under your control?					
75.8	12.8	88.6			
(Principal consulted on a basis of mutual agreement that they both are school doctor.)					

TABLE X
Extent to which Systems Regularly Cooperate with Local Organizations

Organization	Per Cent of Reported Cooperation
Visiting Nurse Association	67.1
Parent Teacher Association	64.5
Scout Organizations	50.6
Junior Red Cross	48.0
Teachers of Music	37.0
Musical Organizations	35.6
Parochial Schools	23.3
Week Day Schools of Religion	16.5

TABLE X
List of which System Regularly Cooperate with Local Organizations

Organization	Per Cent of Reported Cooperation
Visiting Nurse Association	87.1
Parent Teacher Association	84.5
Scout Organizations	83.5
Junior Red Cross	82.0
Teachers of Music	81.0
Local Organizations	80.5
Parochial Schools	78.2
Week Day Schools of Religion	75.5

The responses to the questionnaire may be used to describe a mythical average Superintendent's relationship to those about him.

The average Superintendent in Connecticut is usually the executive officer of the Board of Education. In case the board reserves any executive functions, it does this usually in connection with management of materials and personnel not directly involved in instruction. He is little bothered by board members who attempt to exert authority apart from the board as a whole.

He makes exhaustive search for good teachers by utilizing Teachers' Agencies, records in State and City Departments of Education and Normal Schools and Colleges.

He has a definite salary schedule in which years of service, professional improvement, Academic training, and teaching ability are the chief determining factors of increases in pay. The grade taught, travel, and experimentation are sometimes considered. Although teaching ability is a leading factor in determining salary increase, there is little objective rating of this ability.

The Superintendent with the aid of his principal does most of what rating is done. The teacher rates herself and knows her rating in a little more than half of the cases.

The responses to the questionnaire may be used to develop a typical average questionnaire relationship to some degree.

him.

The average questionnaire in questionnaire is usually the executive officer of the Board of Education. In some cases the Board reserves any executive functions, it does not usually in connection with management of materials and personnel not directly involved in instruction. He is little concerned by board members who attempt to exert authority apart from the Board as a whole.

He makes extensive search for good teachers by utilizing

Teachers' Agencies, records in State and City Departments of Education and Bureau of Schools and Colleges.

He has a definite salary schedule in which years of experience, professional improvement, academic training, and leadership ability are the chief determining factors of increase in pay. The grade level, formal, and certification are sometimes considered. Although teaching ability is a little factor in determining salary increases, there is little objective rating of this ability.

The Superintendent with the aid of his personnel department of what rating is done. The teacher rates herself and makes her rating in a little more than half of the cases.

This Superintendent has regular Teachers' Meetings ten times per year, visits each teacher every two weeks, and encourages experimentation.

When he wishes to dispose of a poor teacher, he simply fails to renominate him. However, he is likely to try to adjust the teacher within the system, or to encourage him to enter other lines of endeavor.

The supervision is delegated, usually, in part to the principals. The course of study is not rigid, but permission must be asked if major deviations are to be made. If he is to change the course, or purchase new text books, the Superintendent consults his teachers in the matter, and encourages them to form groups for the solution of current school problems. If his principals are of high professional caliber, he allows them to use their own educational philosophies in their own buildings.

The Superintendent of Schools in Connecticut seldom has a business manager, but has building custodians and janitors under his control. He also has a school doctor who is under his control.

This Superintendent shows a very cooperative spirit, and cooperates with many local organizations.

This organization has regular meetings

every two weeks, while each branch meets every two weeks, and

encourages attendance.

When he speaks in places of a poor teacher, he simply

tells to remember him. However, he is likely to try to

just the teacher with the system, or to encourage him to

enter other lines of endeavor.

The organization is interested, usually, in the

philosophy. The matter of study is not rigid, but attention

must be given to major details as to the work. If he is

to change the course, or purchase new text books, the Super-

intendent considers the teacher in the matter, and encourages

them to form groups for the solution of current school prob-

lems. If the principal is of high professional caliber, he

allows them to use their own educational philosophies in their

own buildings.

The Superintendent of Schools in Connecticut has

a business manager, but has nothing to do with the

order his business. He also has a school board who is under

his control.

This Superintendent shows a very cooperative spirit, and

cooperates with many local organizations.

CHAPTER XIV

Specific Conclusions and Summary

As a result of a study of the returns from the questionnaire, it is concluded that the data collected as opinions of experts is a reasonable guide for Connecticut Superintendents.

The following is a suggested plan of procedure for a Connecticut Superintendent. He must realize that the power is vested in the board. He must acquire his power by proving to this board and the people it represents that he is capable and worthy of any trust that they may place in him. He must be ready and willing to cooperate with all local agencies that offer educational opportunities of worth.

In his relationship with the teachers, he should understand that a cooperative spirit underlies all supervisory activities. The improvement of instruction is best accomplished by improving teacher personnel. This is best done through:

1. Proper selection of teachers.
2. Adequate salary schedule.
3. Provision for professional improvement in service.
4. Cooperative teacher rating.
5. Improvement of the teaching act.
6. Proper selection and organization of subject matter.
7. Adequate provision for measuring the results of instruction.
8. Maintaining good morale in the teaching force.

To insure proper selection of teachers, the Superintendent should have sole power to nominate. The board should act no further on candidates than to accept or reject.

The Superintendent should hunt far and wide for the best candidates for each vacancy and have definite standards for rating each.

Special Committee on the
University of the State of New York

As a result of a study of the various from the situation
which it is suggested that the data collected as a basis of
action is a responsibility for the University of the State of New York
The following is a suggested plan of procedure for a
Committee on the University of the State of New York
is stated in the report. It is suggested that the committee
to this board and the people in the country that he is con-
sidering the matter of the report that they may also be
He will be ready and willing to cooperate with all local
agencies that offer substantial opportunities of work.

In the relationship with the committee, he should under-
stand that a committee which is established will necessarily be
active. The improvement of instruction is a goal accomplished
by removing the person. This is done through:

1. Proper selection of teachers.
2. Adequate salary schedule.
3. Provision for proper and improvement in service.
4. Constructive teacher training.
5. Improvement of the teaching staff.
6. Proper selection and organization of student matter.
7. Adequate attention for increasing the volume of instruction.
8. Maintaining the good morale in the teaching force.

To insure proper selection of teachers, the Superintendent
should have sole power to nominate. The board should not be
that no candidate shall be named or elected.
The Superintendent should not be and who for the best
candidates for each vacancy and have sufficient authority for
making such.

The Superintendent must realize that higher pay means higher standards of teaching. A definite salary schedule should be in force. Increases of pay may be granted for not over five years on a basis of service. Further increases should be based upon professional improvement, Academic training, teaching ability, travel, and experimentation.

No system can hold up its standard through recruiting. There must be definite attempts to train teachers in service. The most effective devices for teacher training are Teachers' Meetings, College and Normal Summer Schools, College and State Extension Courses. Other devices include reading circles, demonstration teaching, professional magazines, intervisitations, and educational bulletins.

All teacher training devices in use should be coordinated to provide for a maximum of teacher participation, and to aim at establishing a definite educational philosophy.

A rating scheme should be in operation. Although it will form an objective rating, where teaching ability is considered in the salary schedule, this is only of minor importance. The real purpose of rating is the improvement of instruction through the establishment of a consciousness of real values on the part of the teacher. Any rating scheme used should provide for an opportunity for the teacher to rate herself and know her rating. Cooperative endeavor for the improve-

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ment of all concerned should be the key note of any rating system.

In order to improve the teaching act, it is important to improve class management. This may be done by having a check list of elements involved in class room procedure. Definite planned action will save much time and effort to be applied in other directions. A dynamic philosophy of education and a thorough knowledge of the psychology of learning are basic to the improvement of the teaching act. The gaining of these basic requirements may well be the objective of the teacher training program.

The Superintendent will do well to engage outside experts to work with his teaching staff in the making or revision of curricula. The curriculum should be constantly revised in light of new developments. The greatest value of a new curriculum may be the process of making it.

Provision should be made for reliable and objective measurement of pupils' work. These measurements must be properly transmuted into marks for promotions and reports to parents. The more the teachers have to do with devising a good marking scheme, the better it will be carried out.

If the teacher is to remain in good spirit, she must have freedom in the carrying out of her work. The Superintendent works wisely who accomplishes his ends by work-

most of all concerned should be the key note of any testing system.

In order to preserve the teaching act, it is important to improve class management. This may be done by having a check list of subjects involved in class room procedure. Details of class management will save much time and effort to be devoted to other directions. A dynamic philosophy of education and a thorough knowledge of the psychology of learning are basic to the improvement of the teaching act. The gaining of these basic requirements may well be the objective of the teacher training program.

The Superintendent will do well to engage outside experts to work with his teaching staff in the making of a vision of curriculum. The curriculum should be constantly revised in light of new developments. The greatest value of a new curriculum may be the process of making it.

Provision should be made for reliable and objective measurement of pupils' work. These measurements must be constantly translated into marks for promotion and reports to parents. The more the teachers have to do with their own good working schemes, the better it will be carried out. If the teacher is to remain in good spirit, she must have freedom in the carrying out of her work. The Superintendent works wisely who accomplished his aims by work-

ing "with and through his teachers." Any of the methods used to improve instruction will likewise improve morale.

Provided the school principal is properly trained, he may be expected to direct the details of his building. Since the Superintendent is ultimately responsible for the entire school system, he will coordinate the work of his principals and advance his educational philosophy with and through these principals.

The supervision of schools should be largely in the hands of the building principals. Teachers should be so well trained that special supervisors need only offer advice, stimulation, and leadership. The special supervisors should be attached to the central office and subject to the call of building principals. Every school department, including the business manager, should be under the control of the Superintendent.

Where there are health workers connected with the schools, regardless of whether they are full or part time employees of the Board of Education, they should be under direct control of the Superintendent of Schools and not under the Board of Health.

and "with and through his teachers." Any of the methods used
to improve instruction will likewise improve results.

Provided the school principal is properly trained, he
may be expected to direct the details of his building. Since
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the business manager, should be under the control of the
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There should be direct working connections with the schools
regardless of whether they are full or part time employees
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